

4. LAND USE ELEMENT

Introduction

Purpose

The purpose of this element is to provide a broad, general direction for land use policy in Lewis County in accordance with Section 36.70A.070 of the Growth Management Act (GMA). It represents the county's policy plan for growth over the next twenty years. The land use element implements many of the goals and objectives in the other plan elements through suggested land use designations and other action recommendations.

The land use element supports the GMA goals. It is based on a vision of Lewis County that concentrates growth in urban areas and rural areas of more intense development, but recognizes the need for economic diversity in the county. Natural resource industries are encouraged, as are protections to private property rights. Following the adoption of this plan, changes will be made to the County's development regulations and permitting processes in order to insure consistency with the provisions of this element.

Growth Management Act Requirements

The land use element of the comprehensive plan was prepared in accordance with RCW 36.70A.070 of the Growth Management Act. It establishes Lewis County's policies regarding growth and development over the next twenty years. The Washington Growth Management Act (GMA) requires that the following be addressed by the land use element:

- Population densities, building intensities and estimates of population growth (see also Chapter 3: Demographics and Economics, and Chapter 5: Housing);
- Location of urban growth areas; and
- The proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, public utilities, public facilities, and other land uses.

Lewis County has also opted to include a Rural Element within the Land Use Chapter. This element includes an identification of major issues pertaining to rural development, the projected dispersal of rural population growth, and rural development goals and guidelines.

Existing Conditions

General Context

Lewis County, located in the southwest part of Washington State, touches eight other Washington counties. To the north are Grays Harbor, Thurston, and Pierce; east is Yakima; south is Skamania, Cowlitz, and Wahkiakum; and west is Pacific County. Its boundaries are

purely political creations except for that portion of the northern boundary that briefly parallels the Nisqually River, and all of the eastern boundary which tracks along the crest of the Cascade Mountains.

Lewis is the largest county in western Washington; it covers 2,452 square miles and measures about 90 miles (east to west) by 25 miles (north to south). The topography varies widely, from the broad, relatively flat and low-lying western section of the county to the Cascade Mountains to the east. Roughly three-fourths of the county is rugged, mountainous and forested. The remainder is given over to, or suitable for, agriculture and is characterized by low rolling hills interspersed with rivers and tributaries. Significant rivers include the Cowlitz, Chehalis, and Newaukum. The major population centers of Chehalis and Centralia, in the western central region of the county, are located on the flood plains of the Chehalis River and its tributaries, including the Skookumchuck and Newaukum rivers. Beneath the surface of the land in Lewis County are limited quantities of mineral deposits, but there are significant amounts of coal in some areas.

The county contains portions of the Snoqualmie and Gifford Pinchot National Forests and Mt. Rainier National Park. Approximately one-third of Lewis County is designated as national forest. The mountainous eastern portion of the county tends to protect the western areas from icy temperatures; the Pacific Ocean to the west also serves as a moderating influence on the weather. Consequently, the climate of the more heavily populated areas is generally moderate with warm dry summers, long rainy winters, and few extremes.

Existing Land Use¹

Over three-quarters of the land in Lewis County is committed to federal, state, and private resource land uses. This includes 38% in federal and state ownership, primarily for timber and recreational uses. Another 37%, which is privately owned resource lands, is primarily large tracts of property devoted to mineral, agricultural and forestry uses. Only 1% of the land lies within urban areas, with much of that committed to right-of-ways and public uses, or constrained by critical areas. An additional 1% of the land is classified as a "Rural Area of More Intense Development", which includes small towns in unincorporated areas, crossroads, and commercial and subdivision enclaves. 23% of the land is considered remote rural, much of which is characterized by steep slopes, wetlands and hydric soils. As a result, it is important to note that over 98% of Lewis County is open space or remote rural areas and less than 2% is available for urban or more intense rural development.

¹ See Appendix for Figures 4.1a, 4.1b, and 4.1c, all entitled "Existing Land Use."

For planning purposes, existing land use data was generated by the Lewis County Geographic Information Services based upon maps prepared by the Washington State Department of Natural Resources. These land use categories are grouped into the various classifications outlined below and illustrated on Figures 4.2 a, b and c.

Mine: Sites of mineral resources located on scattered sites throughout the County.

Commercial Agriculture: Land currently used for the production of commercial crops and related activities.

Suburban Residential/Small Town: Areas of primarily residential development outside of incorporated areas. Residential uses are primarily single-family homes on large lots.

Urban Area: Areas within incorporated cities and towns which consist of a full range of residential, commercial, service, industrial and public uses. This category also includes some areas outside of incorporated cities and towns which are characterized by existing urban development.

Rural Commercial: Areas outside of incorporated cities characterized by non-residential uses including commercial and industrial uses.

Commercial Timberlands: Privately held land used for commercial forestry uses.

Rural Timbered: Lands in rural areas predominantly timbered.

Rural Open: Lands in rural areas predominantly field or open space.

URBAN GROWTH AREAS SUB-ELEMENT

Introduction

Urban growth refers to growth that makes intensive use of land for the location of buildings, structures, impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands designated pursuant to RCW 36.70A.170. A pattern of more intensive rural development as provided in RCW 36.70A.070(5)(d), is not urban growth. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth. Urban growth in Lewis County will include the incorporated cities and associated UGAs, industrial UGAs, and master planned communities.

"Urban growth areas" mean those areas designated by a county pursuant to RCW 36.70A.110.

"Urban governmental services" or "urban services" include those public services and public facilities at an intensity historically and typically provided in cities, specifically including storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with rural areas. The following facilities in Lewis County are considered "urban governmental services": (1) Municipal public water and sanitary sewer systems of the nine cities and towns, master planned communities, and planned industrial areas; and (2) Lewis Public Transportation Benefit Area ("Twin Transit").

Growth Management Act Requirements

The Growth Management Act (GMA) includes the following goals that directly relate to urban land use:

- (1) Urban Growth – Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- (2) Reduce Sprawl – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- (3) Transportation – Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- (5) Economic Development – Encourage economic development throughout the State, and promote economic opportunities for all citizens.
- (12) Public Facilities and Services – Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the

development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

Urban Growth Areas Designation²

Cities

Each city within Lewis County is included within an Urban Growth Area (UGA), together with appropriate additional lands to meet community needs over the next 20 years. Information necessary for the establishment of the UGAs was derived from the Planned Growth Committee and the City Comprehensive Plans. The Lewis County Planning Commission has reviewed the prospective UGA for each city and has recommended changes where appropriate.

Planned Communities

In addition to the designated UGA boundaries that are associated with the incorporated cities and town, Lewis County has also identified one proposed planned community, Birchfield (fully contained community) as “a proposed” planned community UGA pursuant to RCW 36.70A.350. See Figure 4.12 for location. Proposed planned communities will be required to complete master plans within five years to vest this designation permanently. Development regulations shall provide an appropriate master planning process to address development criteria, preservation of large industrial sites, adequate public facilities (including sewer, water, and transportation), and adequate buffers and environmental protection.

Major Industrial Developments

Lewis County has designated two Major Industrial Development areas that are not associated with the UGAs of the incorporated cities and towns. The Centralia Steam Plant 1000-acre site is designated a Major Industrial Development Area pursuant to RCW 36.70A.367. The second designated Industrial Development Area is a thousand acre site located at the intersection of I-5 and US-12, between Meier Road and Military Road. Development regulations shall provide an appropriate master planning process to address development criteria, preservation of large industrial sites, adequate public facilities (including sewer, water, and transportation), and adequate buffers and environmental protection. See Figures 4.14 and 4.15.

In addition to the Centralia Steam Plant Industrial Urban Growth Area, 2000 adjoining acres have been designated as an Industrial Land Bank Reserve, pursuant to HB 3099, to meet projected 50-year needs.³

The county should provide specific language in connection with the I-5/Highway 12 intersection area to assure coordination with and protection of agricultural activities. The site does contain agricultural lands and agricultural and industrial uses are both compatible and good neighbors.

The Major Industrial Development areas require significant up-front planning, addressing an entire thousand acre site. As an alternative, property owners may use the provisions of RCW 36.70A.365 to locate a new industrial development consistent with those standards within such

² See Appendix for Figures 4.2a and 4.2b, both entitled “Urban Growth Areas.”

³ See Lewis County Industrial Needs Analysis prepared for the Lewis County Economic Development Council, November 1997, by E.D. Hovee and Company and the Prime Industrial Lands Analysis, Donna Batch, February 1999.

proposed Major Industrial Development area. The major industrial facility siting may be more appropriate to the size, scale, and pace of anticipated industrial development for those areas.

Phased Growth

In order to promote the cost effective provision of services and to avoid sprawl, short-term and long-term planning areas have been identified to help consolidate development around existing utilities.

Short-Term Planning Areas (STPAs) are served by, or will have plans and funding to be served by, adequate public facilities and services, including sewer and water service, within a ten year period.

Long-Term Planning Areas (LTPAs) include areas that have unresolved service issues within the identified 20-year UGA that may require additional planning or funding. Portions of the LTPAs may be changed to STPAs through the rezone process when adequate facilities to support urban densities are planned and funded for construction. Until such change is made, development in LTPAs shall be at low density (typically R1-5) unless designated for long-term commercial or industrial uses.

Urban Area Designations

Each of the nine incorporated cities and towns in Lewis County (Centralia, Chehalis, Morton, Mossyrock, Napavine, Pe Ell, Toledo, Vader and Winlock) has adopted its own comprehensive plan and future land use map. The Lewis County Comprehensive Plan adopts by reference each of these jurisdiction's future land use map and future land use designations.

Figures 4.2a and 4.2b show the designated Urban Growth Areas.

The following pages summarize each of the cities' / towns' designations for future land use⁴.

City of Centralia

The following information was taken from the City of Centralia Comprehensive Plan Final Environmental Impact Statement, dated November 30, 1998.

Existing Land Use

The City of Centralia currently consists of 3,772 acres (5.9 square miles). Twenty percent of these acres are listed as vacant in a 1995 inventory (7% single family, 5% multi-family, 3% industrial, and 4% commercial).

⁴ Each of the jurisdiction's land needs assessments, service assumptions, capital facilities analyses, are incorporated herein by reference.

Future Land Use⁵

Within the City of Centralia there is currently a surplus of land designated for multi-family residential use. The preferred alternative UGA would substantially increase the percentage of residential use within the City for low density residential, of which there is currently a deficit of acres. Residential density for the new development area will average 8.6 units per acre.

Future land use will focus on economic growth, with less emphasis on residential growth. The initial strategy is to add more industrial and commercial land use to the plan.

Urban Growth Area

The City of Centralia is projecting a year 2015 population of 15,533⁶, which requires an urban growth area of 6033 acres. This was calculated as follows:

Overall Acres for Residential Use at 4/acre av	1255 ⁷ acres
Adjustment for roads, storm and buffers @ 40%	502 acres
Subtotal – Residential acreage (including 25% MF)	1757 acres
Commercial acreage - City ⁸	188 acres
Industrial lands – mineral ⁹	469 acres
Industrial lands	361 acres
Public service lands, schools, parks, city facilities, ¹⁰ non-street ROWs	800 acres
Green belts/critical areas, including buffers ¹¹	1910 acres
Subtotal	5485 acres
Lands within the UGA not available for redevelopment within the Plan period – 20 years @ 10%	548 acres

⁵ See Appendix for Figure 4.3, entitled “Centralia Future Land Use Map.”

⁶ The County’s assessment of need is derived from the same base data used by Centralia in developing its Comprehensive Plan. The numbers are somewhat different by reason of different formats, but are considered substantially equivalent due to overall accuracy of assumptions (see Centralia Comprehensive Plan, LU 9-35)

⁷ Includes 171 acres added by County to maintain logical service areas and include developed lands.

⁸ The City is under served by commercial and current commercial areas are hemmed in. The County recommends the City study the north Harrison area for the addition of residential and commercial lands.

⁹ The mineral resource lands north of town will have industrial uses accessory to mining which should be on City sewer and water. Also, the north Centralia industrial access “freight mobility” road is best located in this area.

¹⁰ The County added the high school to the UGA as the area is characterized by urban growth and served by sewer and water. The County also included lands which the City identified as ROW, but which included other public facilities, particularly railroad yards and rights of way.

¹¹ Centralia Critical Areas Ordinance protects critical areas from development. A large part of the UGA is in wetlands and flood plains due to the confluence of the Chehalis and Skookumchuck Rivers and associated waterways within the City limits.

Total UGA Area¹²

6,033 acres

In December 2000, the urban growth boundary was increased to include a small area on Cooks Hill and a heavily developed area along West Harrison Road leading to the City's new sewer plant. The change increased the acreage by 395 acres and the 2015 population was adjusted by 2,367, reflecting a shift of a majority of projected County growth to urban areas.

City of Chehalis

Existing Land Use

The City of Chehalis City limits contain 2,895 acres (4.52 square miles). There are 560 acres of Planned Unit Development in the City of Chehalis, consisting of schools, parks, the courthouse complex, the civic center, a portion of the fairgrounds, an extension of Providence Centralia Hospital, a senior facility, a wastewater treatment plant, a community services facility, several churches, a mobile home park, and a juvenile detention center.

The Central Business District is approximately 50 acres. Industrial land within the city is grouped for the most part along I-5. The City of Chehalis currently has a predominantly single family character.

The 1995 population of the City of Chehalis was 6,910 persons.

Future Land Use¹³

The future land use designations for the City of Chehalis will change slightly from their existing designations. Appropriate land use designations will be adopted by the City when it implements its development regulations.

Urban Growth Area

The City of Chehalis urban growth area is set at approximately 2,464 acres and is designated to contain 314.3 net developable acres of commercial land, 368 net developable acres of industrial land, and 83.4 net developable acres of single family residential land. Critical areas or right-of-way comprise about 618 acres, and about 1080.8 acres contain existing developments.¹⁴

In December 2000, the urban growth boundary was expanded to include the Jackson Highway area, approximately 480 acres, and the identified 2015 population was increased by 630.

¹² The City Plan looks at 4800 acres for the UGA. When the County adds the 200 acres appropriated for logical service boundaries, the 469-acre north city industrial area already characterized by mineral extraction, between the railroad and the freeway, and the additional 548 acres added because the City overestimated the efficiency of redevelopment of underdeveloped lands and lands in existing neighborhoods and near rail yards, wetlands, slope and buffers, the County estimate compares directly with the 4800 acres in the City Plan.

¹³ See Appendix for Figure 4.4, entitled "Chehalis Future Land Use Map."

¹⁴ Additional detail provide by City of Chehalis Community Services Department, March 22, 1999

City of Morton

The City of Morton Comprehensive Plan and Environmental Impact Statement was adopted on June 23, 1997.

Existing Land Use

The existing City of Morton limits contain 486 acres (.759 square miles). The City provides a base of operation for services critical to Eastern Lewis County, supporting the Morton Elementary School, Junior High and High School, Centralia College East County Center and Employment Security. The community is mostly residential, with 262 households. Morton contains a commercial Business district consisting of Main Street and State Route 7. Three operating mills are located in the vicinity.

Tourism is a growing industry in the City of Morton, with a number of new restaurants along US-12. Recent residential growth has taken place along SR 508 north and west of the city. According to an analysis of vacant land performed in 1994, only 6 acres of vacant lands are generally available for residential uses. Of current vacant industrial lands, only two parcels were large enough to serve as anything more than as cottage industry. Likewise, 36% of the land designated vacant commercial had actually been improved in some way.

Future Land Use¹⁵

Future land use allocations are not available for the City of Morton.

Urban Growth Area

The City of Morton is planning for a plan population of 1869 people, creating the need for up to 935 residential units by the year 2015.¹⁶ An urban growth area of 1511 acres is required to support this population, which is based on the following calculations:

¹⁵ See Appendix for Figure 4.5, entitled "Morton Future Land Use Map."

¹⁶ The County's assessment of need is derived from the same base data used by Morton in developing its Comprehensive Plan. The County used the same assumptions as the City in developing the land needs analysis. Numbers differ somewhat due to differing formats, the County GIS acreage calculations, and the inclusion of critical area calculations in the unincorporated UGA which were not included in the City plan.

Land need for residential development	233 acres
Land for ROW, setbacks and buffers @ 40%	93 acres
Subtotal – residential land	326 acres
Market factor @ 25%	81 acres
Total residential lands	407 acres
Industrial lands	100 acres
Commercial lands	100 acres
Critical areas and buffers ¹⁷	600 acres
Public spaces, including parks and schools	48 acres
Subtotal	1255 acres
Lands not available for development @ 20% ¹⁸	257 acres
Overall UGA	1511 acres

City of Mossyrock

The City of Mossyrock Growth Management Directory, was adopted in 1996.

Existing Land Use

The 1995 population of the City of Mossyrock was estimated at 535 persons. The City serves as a local commercial center for surrounding rural homes and agricultural activities, as well as a stopping point for travelers. There are currently two clusters of retail services which total 7.1 acres: the city's downtown commercial center, along State Street, and the travelers market area at the intersection of US 12 and SR 122. Agriculture is maintained as an important tradition, with 60 acres of active farming land within the city limits. The three 1930's brick school buildings on Williams Street serve a student population of over 660, acting as a focal point of educational and community activities for the city and the surrounding area. Vacant land with development constraints actually makes up over a quarter of the total land area. Residential use is the next most predominant land use, comprising of 68.9 acres (22.2% of total land).

Future Land Use¹⁹

Estimated population for the City of Mossyrock in the horizon year of 2016 is estimated to be 900 people. The City envisions maintaining its two active retail areas, preserving and adding to

¹⁷ The residential areas designated along the river west of town, a substantial portion of the eastern industrial properties, and a large portion of the eastern UGA are affected by critical areas, wetlands and steep slopes. The areas are within the overall area served by the City or planned to be served by the City with urban services and are likely to retain logical boundaries. City critical area regulations provide protection for the critical areas and such lands are not likely to develop.

¹⁸ The lands not likely to develop category is higher in Morton due to inefficiencies attributable to existing irregularly shaped properties which abut or are directly affected by critical areas and buffers.

¹⁹ See Appendix for Figure 4.6, entitled "Mossyrock Future Land Use Map."

its base of open space and agricultural land, and maintaining neighborhoods with diverse housing options.

In order to regulate the impacts or effects of future activities on land, the City has set up two Land Development Districts, with specific rules/performance standards. The Neighborhood District is structured to provide single family and duplex homes, schools, churches, parks, agricultural activities, manufactured homes and apartments, home businesses, professional offices and bed and breakfast establishments. The density for this district will be no more than five dwelling units per acre for single-family residences, and 25 dwelling units per acre for apartments. The Market District provides for shopping and service uses, including retail sales and services, small equipment sales and repair, offices, public buildings, motels, recreational vehicle parks, and light industry. Minimum density is set at a lot size of 2,500 square feet. The City plans to ensure future open space by recommending against development of land on a slope of greater than 15 percent.

Urban Growth Area

Available land supply within the existing city limits capable of supporting development is estimated at 18 acres. The anticipated number of acres needed to support future growth is 79 acres, requiring a total of 61 new developable acres beyond the city limits to be added to the urban growth area.

The designated urban growth area contains approximately 256 acres and includes those areas already characterized by urban development that receive city utilities. Areas included in the UGA are parcels west of Isabel Road, between US12 and Mossyrock Road, and to the north of the city, along Damron Road. Existing land uses are 140 acres of residential land, 68 acres of agricultural land, 9 acres of commercial land, and 40 acres classified as public facilities.

City of Napavine

The following information was taken from the City of Napavine Comprehensive Plan and Final Environmental Impact Statement dated May, 1997.

Existing Land Use

The City of Napavine is currently home for 960 people and is comprised of 957 acres. Residential uses make up 45% of the city land use (37% single family, 7% mobile home, 1% multi-family), using 314 acres of land. There are 59 acres of commercial land (9% of total), 38 acres of industrial land (6% of total). Vacant lands make up a large portion of the total acreage (14% residential, 17% commercial, and 3% industrial). However, most of these parcels are scattered lots, or contain lands with environmental constraints such as wetlands or steep slope areas. As a result, there is actually limited development potential within the current city limits.

Future Land Use²⁰

The land use designations for the preferred alternative include 660 acres for single family residential and 163 acres for multi-family residential; 105 acres for city center commercial and 187 for UGA commercial; and 107 acres of industrial land.

²⁰ See Appendix for Figure 4.7, entitled "Napavine Future Land Use Map."

Urban Growth Area

The City of Napavine is planning for 2063 people in year 2015.²¹ An urban growth area of 1453 acres is required to support this population, which is based on the following calculations:

Overall Acres for Residential Use at 4/acre av	257 acres
Adjustment for roads, storm and buffers @ 40%	103 acres
Subtotal – Residential acreage	360 acres
Adjustment for market factor @ 25%	90 acres
Commercial acreage – City	77 acres
Commercial acreage - freeway ²²	85 acres
Industrial lands	77 acres
Public service lands, schools, parks, city facilities	185 acres
Green belts/critical areas ²³	284 acres
Subtotal – Land need for urban uses	1158
Lands within UGA not available for redevelopment during plan period @ 15%	173 acres
Lands added including 508 interchange	122 acres
Total UGA Area	1453 acres

Town of Pe Ell

The Town of Pe Ell adopted its Comprehensive Plan in June, 1997.

Existing Land Use

A detailed land use inventory was conducted for the Town in 1995. The existing Pe Ell town limits consist of 384 acres. The predominant land use is single family residential homes on lots of less than one acre. Almost one third of the Town's land falls under this category. Additionally, low density residential land, categorized by single family residences on properties of one acre or more, comprises another 17%. No multi-family housing currently exists in the Town, and the overall residential density is about two units per acre.

Agriculture/Pasture/Forest/Natural Area is the second highest category of land use, using 26.8% of the town's land area. The Public/Community category refers to all property used for

²¹ The County's assessment of need is derived from the same base data used by Napavine in developing its Comprehensive Plan. The numbers are somewhat different by reason of different formats, but are considered substantially equivalent due to overall accuracy of assumptions. (See Napavine Comprehensive Plan, pp 70-75 for more details).

²² The City's commercial core has shifted to the freeway to reflect the reality that to compete commercially, the City must have better access to the freeway. The industrial core remains at the old Town.

²³ Napavine uses transfer of development rights to encourage growth outside the flood plain areas and to protect critical areas.

government purposes as well as private institutional land uses, such as churches and cemeteries. This category comprises 37.8 acres, with the Pe Ell School accounting for 19 of those acres. Just over 11% of total acreage was classified as vacant land. The smallest land use classification was Commercial/Industrial, at 1.5%. All land in this category was, however, exclusively commercial land, concentrated mostly along Main Street.

Future Land Use²⁴

The bulk of future development will be the addition of single-family residences. No designation of additional low-density residential land is planned. The plan will not specifically designate a site for multi-family development, because while the housing element calls for some “assisted rental” units, the projected need for designated land will be small, and not necessarily multi-family apartments.

Critical areas pose some restrictions on development. The existence of the flood plain along the Chehalis River and Stowe Creek and agricultural parcels, will ensure that adequate open space is provided within the Town limits. Additional commercial and industrial growth within the Town is desired, and a modest amount of commercial growth is expected. This will occur on three downtown sites, and potentially along the Ocean Beach Highway on the north side of town. Sufficient land is also set aside for public/community use as Pe Ell is the only town in western Lewis County and thus a logical site for future community/government land use.

Urban Growth Area

An urban growth area of 25.28 acres was designated to provide sufficient land for the Town’s population growth. The Town of Pe Ell’s population projections forecast an increase of approximately 139 new residents by the year 2015. The existing Town limits contain approximately 64 lots that will be available for residential development within the planning horizon. To provide adequate residential land supply, the urban growth area must include land for an additional 28 lots. The proposed urban growth area contains the properties east of the town limits, south of Pe Ell Avenue, along both sides of Alder Street. This area contains approximately 13 acres of single-family residential land, 8 acres of agricultural land open to development, and 4 acres of land dedicated to public facilities.

City of Toledo

The City of Toledo Comprehensive Plan was adopted February 13, 1997.

Existing Land Use

The Toledo city limits currently encompass 195.5 acres of land. The most recent land use inventory was conducted in 1994. Residential areas make up 60.7 acres, almost one-third of the land used in the community, and consist primarily of single-family homes, although there are also a small number of duplexes and apartments. Single-family housing densities generally range from 4.4 to 7.3 dwellings per acre. Public rights-of-way (both developed and non-developed) covers 48.7 acres (25% of total area), and 25.2 acres (13%) of city land is used for public buildings, facilities, and parks.

²⁴ See Appendix for Figure 4.8, entitled “Pe Ell Future Land Use Map.”

The City of Toledo contains 6 acres of commercial land (3% of total area), concentrated mostly in the downtown and along Kellogg Way and 5th Street. School and churches take 9%, and non-urban uses (such as agriculture) use 5% of the total area. Vacant land, at 28 acres, makes up 14% of total area. However most of this land consists of steep slopes, drainage areas, creek bed, and wetlands, which could only be developed at a significant financial cost or environmental impact. The majority of this land, as well as the 10 acres of agricultural land, will be encouraged to remain as open space, as this is integral to the rural development patterns of the City. Thus, net developable acreage with the City of Toledo is limited to 1.5 acres.

Future Land Use²⁵

The City of Toledo has grouped all future land uses (including commercial, public facilities, parks, single family and multi-family) under two designations: commercial and residential. Commercial land use will remain at 6 acres, while 189 acres of land will be designated residential. Future residential densities for the Toledo Urban Growth Area are 5.5 dwelling units per acre for single-family homes, 11 units per acre for duplex, and 25 units per acre for apartments.

Urban Growth Area

Given the estimated need for 142 new housing units, it is predicted that 25 net acres will be needed to accommodate future residential growth. To support the increased residential land, an increase in commercial, semi-public and parks/public facilities land uses is expected, and is predicted to follow the current land use ratios. Thus, the total amount of land area beyond current city limits required to accommodate future growth in the Toledo Urban Growth Area is 50.4 acres.

The proposed Urban Growth Area has been set at 150.8 acres, all of which is designated residential.

City of Vader

The City of Vader Comprehensive Plan and Environmental Impact Statement was adopted on June 16, 1996.

Existing Land Use

According to the 1995 Housing Needs Analysis, there are 185 houses in the City of Vader.

Future Land Use²⁶

The recommended density for future residential development is 4 units per acre. The City will identify and designate a Single Family area, as well as Multi-Family areas that have adequate water, sewer and fire protection, and are within 800 feet of a Public School or existing or new city park. The City of Vader will also designate a Commercial/Industrial area, up to 15% of the city planning area each.

²⁵ See Appendix for Figure 4.9, entitled "Toledo Future Land Use Map."

²⁶ See Appendix for Figure 4.10, entitled "Vader Future Land Use Map."

Estimated commercial and industrial lands needed is 15% each of total land area needed to support residential growth. Public facility land needs were estimated at 36% of total land needed to support residential growth.

Urban Growth Area

The population for the City of Vader was forecast to be 800 persons in the year 2015. The County has established a UGA for Vader of 766 acres that includes 594 acres within the existing City limits and 172 acres outside of the City limits.

City of Winlock

The City of Winlock Comprehensive Plan was adopted on June 30, 1998.

Existing Land Use

The total amount of land inventoried within the city limits of Winlock is 433 acres. Winlock is a mostly residential community, with residential uses occupying 35% of the land within the city limits (150.03 acres). Of this total, single family accounts for 83%, mobile homes for 13%, multi-family for 2%, and mobile home park for 2%.

There are a variety of commercial services offered in the City of Winlock, comprising 15 acres, or 4% of all uses. These include retail and wholesale trades, professional businesses, restaurants, service outlets and repair facilities. Industrial land makes up 3% and includes four major manufacturing industries. Forest/timber uses comprise 25 acres, and agricultural uses take up another 43 acres.

The land use inventory found 148 acres of vacant land, of which 132 acres were developable. Agricultural land within the city limits was included as developable. Only two acres of vacant commercial land exist, although there are a number of vacant buildings in the downtown core that, with rehabilitation, could accommodate commercial uses.

Future Land Use²⁷

Up until 1990, Winlock had historically both gained and lost population at a very slow rate. The City's 1990 population was 1,027. Population forecasts for the year 2015 range between 1,530 – 1,727 persons. The City of Winlock has felt the pressure of increasing development in the past few years due to its proximity to I-5, Chehalis, and Kelso, and the availability of vacant land. A Destination Resort is planned at the intersection of I-5 and SR-505, which would place it on the main access to the City of Winlock. The Ed Carlson Memorial Field is also under plans to expand from a small, recreation airport, to a commercial use facility.

Urban Growth Area

The City of Winlock has designated an urban growth area totaling 275 acres. Some of this land is outside the current city limits but is already receiving city services or were logical extensions of the City's boundaries. Some of this land included residences which were already on, or

²⁷ See Appendix for Figure 4.11, entitled "Winlock Future Land Use Map."

needed, city sewer service. Other land was included due to its location and access to main transportation routes.

While the Winlock comprehensive plan breaks out each area of the UGA in description, it does not clearly tally specific acreage for each land use.

Birchfield Fully Contained Community – Proposed UGA²⁸

The proposed Birchfield Fully Contained Community (FCC) is located on a 1,200- acre site northwest of the town of Onalaska, immediately north of the middle fork road. The Birchfield FCC is within the service area boundaries of Lewis County Water/Sewer District #5 and is served by the Birchfield Water System. The FCC is expected to reach a population of 6300 residents at full buildout in 2025. It is proposed to include:

- single family residences
- multi-family housing
- manufactured home community
- neighborhood convenience commercial activities
- business park
- bed & breakfast operation
- winery/vineyard
- golf course with club house and restaurant
- open space/parks areas

Lewis County has identified this FCC as a proposed UGA, which requires the application for, and approval as a FCC within five years of the adoption of the Comprehensive Plan or the proposed UGA status is terminated. During the application review process the developer will address the provision of necessary public facilities and services to serve the FCC and will identify measures necessary to mitigate any adverse environmental effects.

Designation as a proposed UGA vests no specific rights for development. It is included in the comprehensive plan to advise the public that a proposal is being considered for the area. Compliance with all provision of 17.20.050 must be achieved for the designation to become final.

²⁸ See Appendix for Figure 4.12, entitled “Birchfield Master Planned Community.”

Master Planned Resorts

Lewis County is within a one-half day drive of more than 3 million people, from Vancouver, BC to Eugene, Oregon. Lewis County also hosts a wide variety of recreational pursuits, from golf, fishing, and summer recreation, to skiing, mountain climbing, and a host of winter sports, attracted to the natural features and amenities within the County, including mountains, lakes, rivers, and large tracts of open space.

Facilities which are designed to attract significant groups of people may be located to encourage use of more than one of the natural features to enable year-round as well as seasonal activities. Because of topography, environmental, public facility, and transportation issues, the best location for large resort facilities may be not in direct proximity with the significant natural feature, but rather where such amenities can be readily accessed. As such, major planned resorts will be permitted on the appropriate lands of the Gateway Subarea (serving Mt. St. Helens, White Pass, and the national parks and forests of East County) or on or within two miles of the major lakes or rivers in the Central Subarea (serving the Cowlitz River and the Riffe and Mayfield Lakes area).

A master planned resort would be appropriate in the lands abutting Highway 12, providing a boost to the equestrian economy and supporting agriculture products and services. Such facilities should have direct access to Highway 12 and concentrate most physical development within ¼ mile of Highway 12 and have no more than 5% of the total site area in impervious, non equestrian-related facilities.

In addition, there is certainly room for a single, more regional facility, which has direct access to I-5 or Highway 12 and is within a one-hour drive of all of the County's parks and recreation facilities. Such a central regional master planned resort provides access to the widest variety of vacationers, and would likewise be considered promoting all of the significant amenities proximate to the County, including Mt. Rainier, Mt. St Helens, White Pass, the Cascade Crest, national parks and forests, and the Cowlitz and Chehalis River systems, which provide world-class fishing.

Urban Growth Areas Goals, Objectives and Policies

LU GOAL **Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.**

Objective LU 1 Define the areas currently characterized by urban or urbanizing growth.

Policy LU 1.1 Sufficient area should be included in the urban growth areas to accommodate the County's adopted 20-year population forecast and to allow for market choice and location preferences.

Policy LU 1.2 Areas designated for urban growth (including commercial, industrial, residential, public facilities, etc.) should be determined by preferred development patterns, residential densities, and the financial and technical capacity of the community to provide urban level governmental services.

Policy LU 1.3 Once established, urban growth area amendments should occur no more than once per year, consistent with the Comprehensive Plan amendment process.

Policy LU 1.4 Allowance should be made for greenbelt and open space areas, fish and wildlife habitat, migration routes and other environmentally sensitive areas when determining land requirements for urban growth areas.

Objective LU 2 Develop a framework to focus development in Urban Growth Areas.

Policy LU 2.1 Whenever possible, new development should be encouraged to locate in incorporated communities or urban growth areas, where services and public facilities are already present.

Policy LU 2.2 Development should be located within designated urban growth areas in the following priority:

1. Areas already characterized by urban growth that have existing public facilities and service capacities to serve such development; and
2. Areas already characterized by urban growth that are not presently served by existing public facilities or services but for which facilities and services will be provided by either public or private sources.

Policy LU 2.3 Infill development and higher density zoning with small lot sizes should be encouraged where services have already been provided and sufficient capacity exists before there is expansion beyond current corporate boundaries into the adopted urban growth areas.

Policy LU 2.4	Urban growth should occur within urban growth areas only and not be permitted outside of an adopted urban growth area except for new fully contained communities; master planned resorts, industrial reserve areas (IRAs), crossroads communities and rural town centers.
LU GOAL	Ensure that as the Urban Growth Areas are developed there is coordination between land development and public infrastructure investments.
Objective LU 3	All jurisdictions shall work toward establishing coordinated county-wide minimum urban development design standards.
Policy LU 3.1	Establish an inter-local agreement between the County and cities for better coordination of land use planning and development. <ul style="list-style-type: none">• Within the inter-local agreement, establish common development standards, coordinated land use planning, urban service boundary areas and service area amendment processes.
Policy LU 3.2	Before development occurs require utility, capital facilities and transportation levels of service standards are appropriate to service the new growth.
Objective LU 4	Work to strengthen existing centers through public policy and by focusing public investment.
Policy LU 4.1	Enhance existing centers or nodes of development, by focusing infrastructure expenditures in these areas.
Policy LU 4.2	Encourage clustered or crossroads development over strip development patterns.
Objective LU 5	Maintain the I-5 corridor as an attractive gateway to Lewis County.
Policy LU 5.1	The County and those Cities whose UGA boundaries adjoin the I-5 and U.S. Highway corridors shall work with WSDOT to develop minimum landscape standards for interchanges along the Interstate and U.S. Highways.
Policy LU 5.2	Structures and outdoor storage areas should be screened with landscaping to provide a visual buffer from I-5.
LU GOAL	Provide an adequate, convenient supply of goods and services within urban designations to both the citizens of Lewis County and the traveling public.
Objective LU 6	Develop guidelines to allow commercial development in appropriate locations.

- Policy LU 6.1** New commercial developments may be designed, where practicable, to facilitate access and circulation by transit, car/van pools, pedestrians, bicyclists, and other alternative modes of transportation.
- Policy LU 6.2** The pattern and scale of commercial centers should be suitable for their location and the population they will serve.
- Policy LU 6.3** Commercial development should be encouraged in areas where adequate facilities and services are available or can be provided concurrent with development.
- Policy LU 6.4** Land use conflicts between commercial uses and other uses should be minimized through proper location and appropriate design to the degree practicable.
- Policy LU 6.5** The site should be able to accommodate the proposed commercial development and not negatively impact nearby agriculture, forestry, aquaculture, mineral deposits, or other natural resource uses.
- Policy LU 6.6** Sites of historical significance should be preserved in Lewis County.
- Policy LU 6.7** Opportunities for tourism and public and private recreation should be encouraged in Lewis County. The beneficial and adverse impacts on opportunities for recreation and tourist activities should be considered in land use plans and practice.

LU GOAL **Retain Lewis County's existing and traditional industrial development as well as expand and diversify its industrial base.**

Objective LU 7 Encourage industrial development of all types while mitigating negative impacts on surrounding areas.

- Policy LU 7.1** The adverse impacts of an industrial development on adjacent land uses should be minimized through the use of appropriate landscaping, screening, buffers, graduated land use intensity, and other similar methods.
- Policy LU 7.2** The master planning of new industrial areas should include such features as open space, landscaping, integrated signage and traffic control, and overall management and maintenance through covenants or other property management techniques.
- Policy LU 7.3** New industrial sites should be located and designed to facilitate safe access and circulation and reduce traffic impediments.
- Policy LU 7.4** New residential uses should be discouraged from locating near active extractive or other type of industrial site unless the residential developer provides adequate buffer from the industrial use.

- Policy LU 7.5** Industrial development within urban areas should have appropriate access to the regional transportation network; or direct access to a major arterial, provided that the development mitigates any significant adverse impacts on the transportation systems of the surrounding areas.
- Policy LU 7.6** Industrial development should occur with minimal environmental impacts.
- Policy LU 7.7** Home-based industries should be allowed within the UGA areas.
- Objective LU 8** Assure an adequate supply of prime industrial sites to meet market demands for industrial development over the planning horizon.
- Policy LU 8.1** Designate and preserve sites for industrial use at locations that will be accessible from roadways of arterial classification or higher, potentially served with utilities, and free of major environmental constraints such as unsuitable soils, floodplains and wetlands.
- Policy LU 8.2** In cooperation with local jurisdictions, maintain an adequate supply of prime industrial land within designated urban growth areas, based on the average absorption rates of the last five years plus an appropriate market factor.
- Policy LU 8.3** Allow for the designation of Major Industrial Developments/Major Industrial Developments – Master Planned Locations at certain specified locations outside of designated Urban Growth Areas pursuant with RCW 36.70A.365 and RCW 36.70A.367.
- LU GOAL** **To ensure that there is sufficient land available for transition to urban growth beyond the 20-year planning horizon.**
- Objective LU 9** Allow for the designation of Urban Reserve Areas (URAs) adjacent to urban growth areas in order to preserve the opportunity for an orderly and efficient transition from rural to urban land uses.

- Policy LU 9.1** Considerations shall be given to the following in the establishment and location of URA's:
- a. The efficiency with which the proposed reserve can be provided with urban services in the future;
 - b. the unique land needs of specific urban activities assessed from a regional perspective;
 - c. the provision of green spaces between communities;
 - d. the efficiencies with which the proposed reserve can be urbanized;
 - e. the proximity of jobs and housing to each other;
 - f. the balance of growth opportunities throughout the region so that costs and benefits can be shared;
 - g. the impact on the regional transportation system; and,
 - h. the protection of designated agricultural and forest resource lands from nearby urbanization.

- Policy LU 9.2** Considerations shall be given to the following in the establishment of and location of short-term and long-term boundaries within UGAs:
- a. Short Term planning areas are served by, or will have plans and funding to be served by, adequate public facilities and services, including sewer and water service, within a ten year period.
 - b. Long-Term Planning Areas (LTPAs) include areas that have unresolved service issues within the identified 20-year UGA that may require additional planning or funding. Portions of the LTPAs may be changed to STPAs through the rezone process when adequate facilities to support urban densities are planned and funded for construction. Until such change is made, development in LTPAs shall be at low density (typically R1-5) unless designated for long-term commercial or industrial uses.
 - c. Portions of certain Long Term planning areas may be converted to Short Term planning areas through a rezone process when adequate facilities to support urban densities are planned and funded for construction.

Major Policy Issues

Major policy issues associated with the proposed comprehensive plan include the Adoption of Urban Growth Areas and execution of inter-local agreements between Lewis County and each of the incorporated cities and towns. Both the 1991 plan and the proposed plan designate urban areas. However, the proposed plan provides for greater refinement of the definition of urban area both in boundary delineation and in providing for specific areas outside of designated UGAs where urban character development is acceptable. While the existing 1991 plan policies provide for clustering as a development pattern appropriate for urban areas, the proposed plan policies emphasize infill development in the designated urban areas. The proposed plan policies provide for the designation of Urban Reserve Areas (URAs).

Anticipated Impacts of proposed plan policy

The anticipated impacts of the proposed plan policy are that the incorporated cities and towns will be better able to plan for growth and serve newly developing areas within their respective urban growth areas. In addition, land use planning on a longer-term horizon will be achieved through consideration of designated URAs and designated lands for industrial development outside of UGAs where appropriate.

Implementation Strategies

- Develop and implement inter-local agreements with each of the cities and towns to guide development in the unincorporated portions of designated urban growth areas.
- Facilitate the specific planned developments outside of designated urban growth areas as identified in the proposed plan.
- Identify URAs, or areas that may be appropriate for future urban development beyond the 20-year planning horizon.

RURAL AREAS SUB-ELEMENT

Introduction

Lewis County is predominantly a rural county. While the term rural is hard to define, rural lands under the Growth Management Act (GMA) are those areas not intended for urban level development nor set aside for their importance to the agriculture, forest and mining industries.

Purpose

The main purpose of the Rural element is to describe the existing character of Lewis County's rural lands. In concert with the description of existing conditions, this section also contains a description of the rural land development categories that capture the variety of unique rural settlement conditions that exist in Lewis County outside of the designated urban areas.

Growth Management Act Requirements

All counties planning under the GMA are required to include an element that identifies and addresses the development of rural lands. In describing what is meant by "rural" the Act simply says that rural lands are "those not designated for urban growth, agriculture, forest, or mineral resources." The GMA also includes the following goals that relate directly to rural land use.

(2) Reduce Sprawl – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

(8) Natural resource industries – Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.

(9) Open space and recreation – Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

(10) Environment – Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

(12) Public facilities and services – Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service below locally established minimum standards.

Further guidance comes from the statutory discussion of urban and rural growth: The Legislature defined "urban growth" as:

. . . growth that makes intensive use of land for the location of buildings, structures and impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands designated pursuant to RCW 36.70A.170. . . ." RCW 36.70A.030(17).

The legislature also made provision for rural development and uses, which were not urban and expressed that difference in a number of provisions dealing with rural areas, including definitions of:

"rural character" RCW 36.70A.030(14)

"rural development" RCW 36.70A.030(15).

A specific definition of "rural governmental services" or "rural services" is provided to clarify that they include those public services and public facilities "historically and typically delivered at an intensity usually found in rural areas, and may include domestic water systems, fire and police protection services, transportation and public transit services, and other public utilities associated with rural development and normally not associated with urban areas."

A differentiation between "rural services" and "urban services" which focused specifically on intensity of uses "historically and typically delivered at an intensity usually found in rural areas" vs. those "at an intensity historically and typically provided in cities" Compare RCW 36.70A.030(16) [rural] with RCW 36.70A.030 (19) [urban].

Importantly, the Legislature also recognized that rural area development, "shall provide for a variety of rural densities, uses, essential public facilities and rural governmental services," were appropriate in rural areas, RCW36.70A.070(5)(b) and that "a pattern of rural more intensive rural development as provided in RCW 36.70A.070(5)(d) is not urban growth." RCW 36.70A.030(17)

Lewis County shall develop its rural element based upon the historic intensity of activity usually found in the rural areas, including areas of more intense rural development, and shall provide for controls to assure that uses in rural areas do not cause or give rise to the need for governmental services at levels historically and typically found in cities.

A key concept is "existing development." GMA requires certain decisions to be based on development "existing" on the date GMA became effective in Lewis County. RCW 36.70A.070(5)(d)(v). That date is July 1, 1993 for Lewis County.

Rural Area Development - General Provisions

Lands outside the Urban Growth Areas are considered either resource lands, RCW 36.70A.170, or rural lands, RCW 36.70A.070(5). Rural area development shall be governed by the provisions of RCW 36.70A.070(5) and the guidelines set forth below:

In all rural areas, resource use, and particularly agricultural and timber uses and accessory uses are encouraged. This is true even if the property is not designated as lands for long-term commercial resource use. New mineral resource use must be located where unreasonable impacts to residential uses are avoided.

In addition, home occupations or home-based industries are an essential component of the County economy and will be permitted in all areas.

Finally, the historic dispersal of population of Lewis County, the limited non-resource private lands, and the need to encourage a strong economic base warrant additional areas of more intense activity where (1) the area is already developed or directly associated with such lands, (2) limited public facilities already exist, (3) means can be identified to avoid intrusion of more intense activities into undeveloped areas, (4) means can be identified to protect ground and surface water, and (5) means can be found to protect resource lands and activities.

Rural Area Development Definitions²⁹

"Rural character" refers to the patterns of land use and development established by a county in the rural element of its comprehensive plan. Lewis County adopts the following narrative guidelines to identify and protect the rural character of the County.

(a) *In which open space, the natural landscape, and vegetation predominate over the built environment.* RCW 36.70A.030(14)(a). Lewis County looks to historic patterns of development to maintain diversity and opportunity. The goal of this plan is to preserve open space through clustering, protection of critical areas, large tracts of woodland property, and through rural activities such as farming, tourism, logging, home occupations and local services. The agricultural and forest protection district was developed to encourage the maintenance of large tracts.

(b) *That foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas.* RCW 36.70A.030(14)(b). Lewis County rural areas, including small towns, crossroads commercial areas, freeway commercial areas, home occupations, and home based industries, have provided a degree of economic opportunity and a variety of necessary services throughout the rural areas. The goal of this plan is to maintain and enhance that historic pattern, while avoiding the extension of costly urban governmental services or sprawl which would interfere with long-term resource use and conservation, or critical area protections. Size, scale, including intensity, and other limitations identify the limits of rural activity consistent with traditional and historic intensity and demand on public services and facilities.

(c) *That provide visual landscapes that are traditionally found in rural areas and communities.* RCW 36.70A.030(14)(c). Visual landscapes range from the wholly undeveloped wilderness areas associated with federal lands, to farm and forest lands outside designated resource lands, to clusters of activity and development and a variety of businesses reflecting the efforts of residents to live and work in rural areas. The County plan respects the mixed views of traditional landscapes and makes provision to retain a variety of such landscapes consistent with the County's rural character

(d) *That are compatible with the use of the land by wildlife and for fish and wildlife habitat.* RCW 36.70A.030(14)(d). The County has developed a critical area ordinance and is adopting critical area goals and policies to protect critical areas, including fish and wildlife habitat, where they may be potentially impacted by development. The adoption of rules for large lot subdivisions, and the application of additional standards for uses and special uses provide both consideration and tools to assure compatibility.

²⁹See RCW 36.70A.030(14).

(e) *That reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.* RCW 36.70A.030(14)(e). The conversion of undeveloped lands in this plan is intended to occur primarily in proximity to other areas of development to take advantage of existing public facilities and services, or on a scattered basis in situations that require minimal extension of public facilities or services. The adoption of lot of record requirements, standards for new development, logical outer boundaries for limited areas of more intensive rural development, and limitations on size and location of rural uses minimize and contain rural uses consistent with the needs of a viable rural economy.

(f) *That generally do not require the extension of urban governmental services.* RCW 36.70A.030(14)(f). The County plan prohibits the extension of the urban services, defined below, outside of the urban growth area, except where already in existence, or where necessary and available to resolve existing or imminent health hazards. The rural area development contemplated in this plan is to be accomplished by rural governmental services as defined below, which permits the County to take advantage of a significant base of existing facilities and services already available in the rural areas.

(g) *That are consistent with the protection of natural surface water flows and ground water and surface water recharge and discharge areas.* RCW 36.70A.030(14)(g). The County critical areas ordinance protects critical areas, including flood hazard, wetland, and stream areas. Siting considerations for identified areas of more intense rural area development (and particularly small towns, crossroads commercial, freeway commercial, and criteria for resort area development) all considered the suitability of the site for more intense activity, with potential for impact to critical areas being a disqualifying consideration. The plan as organized is designed to be consistent with the protection of surface water flows and surface and groundwater recharge and discharge.

"Adequate Facilities." The term "adequate facilities" includes several concepts in rural lands:

(a) For transportation facilities defined in RCW 36.70A.070(6)(a)(iii)(B) as "locally owned arterials and transit routes" and defined in RCW 36.70A.070(6)(a)(iii)(C) as "state-owned transportation facilities" concurrency standards shall be set in the comprehensive plan and provisions of RCW 36.70A.070(6)(b) shall apply.

(b) For all other public facilities and services required to serve development, the requirement shall be for "adequate" services and facilities to be available to serve the development. The County adopts existing state and county regulations for adequate facilities, including water and septic standards identified by the State Department of Health and the County Health Department; water right and well standards administered by the Department of Ecology; and road, flood hazard, and storm water standards as administered by the County Department of Public Works.

(c) A determination of transportation concurrency and adequate facilities as provided herein shall be sufficient to satisfy the development standards and requirements of Lewis County for purposes of GMA. Other standards or conditions may be imposed to meet specific ordinance or project circumstances.

"Development" refers to the alteration of property to serve a purpose other than the on site production of farm, forest, or mineral resources. Development may include both surface and subsurface improvements, and is most often characterized by one or more of the following: a

combination of fill; underground utilities, including power and or water; and/or the construction of structures to serve one or more purposes. Property which has been improved by development is considered "developed property."

"Existing Development." For purposes of RCW 36.70A.070 (5)(d)(iv), the development of an area or use was "existing" if it was in place or in use prior to July 1, 1993.

"Redevelopment" refers to the use of developed property for new or different uses or purposes. Redevelopment permits land or buildings previously developed to be used in a different manner to serve the changing needs of the owners and local residents. Redevelopment may involve a change in use and shall be of a size, scale, including intensity, and nature consistent with rural character patterns described in this plan and county development regulations.

"Foster" means to promote the growth or development of; encourage.

"Natural resources" include forestlands, water, agricultural lands, and mineral deposits. Mineral deposits include sand and gravel in dry and river deposits, hard rock, precious minerals (including gold and silver), base metals (including lead), coal, oil, and natural gas. New or expanded activities to commercially extract natural resources, except agricultural or timber resources, shall be processed by a special use permit. Some of the resource lands are further designated lands of "long-term commercial significance" pursuant to RCW 36.70A.170. Lewis County has an abundance of natural resources.

"Predominate" or "predominant" being most frequent [In development the comprehensive plan maps a pattern was *predominant* if it ranged from roughly 2/3 to 3/4 of the field.]

"Rural development" refers to development outside the urban growth area and outside agricultural, forest, and mineral resource lands designated pursuant to RCW 36.70A. 170. Rural development can consist of a variety of uses and residential densities, including clustered residential development, at levels that are consistent with the preservation of rural character and the requirements of the rural element. Rural development does not refer to agriculture or forestry activities that may be conducted in rural areas. Lewis County rural development activities are identified in the following section.

"Rural governmental services" or "rural services" include those public services and public facilities historically and typically delivered at an intensity usually found in rural areas, and include small public water systems, fire and police protection services, transportation and public transit services, and other public utilities associated with rural development and normally not associated with urban areas. Rural services commonly do not include storm or sanitary sewers, except as otherwise authorized by RCW 36.70A.110(4). Specific rural governmental services include fire districts, school districts presently located outside UGAs, and public or private water systems. Individual water or waste systems for industrial use, fire flow, or National Pollution Discharge Elimination System ("NPDES") or waste discharge under Chapter 90.48 RCW shall not be considered "urban governmental services." The existing water service districts and sewer districts and companies which have historically served Lewis County rural areas are considered "rural" services for purposes of this plan. Sewer districts outside UGAs are not permitted to expand boundaries except to address environmental issues.

“Uses” in rural areas are viewed in the context of commercial, industrial, residential, or resource activity and not a specific business. Land that may have a business supporting logging activity, which changes in response to economic circumstances to a general retail activity, is land that remains in “use” for commercial purposes. Thus, the use of the land has not changed, while the specific business on the site may well change through time.

Economic Development Policy Statement

Economic Development is Goal Five of the GMA. Through its comprehensive plan and development regulations the County is to provide a program to “encourage economic development . . . consistent with adopted comprehensive plans,” and to “promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons” and to “encourage growth in areas experiencing insufficient economic growth,” such plans to be “within the capacities of the state’s natural resources, public services, and public facilities.” Lewis County adopts and endorses the policy and philosophy of House Bill 1395, signed March, 2002.

Lewis County has encountered severe economic dislocation for more than a decade, resulting from changes in timber and agriculture, including the closing of several mills and the movement of major canning facilities east of the mountains. The impact of the changes have been hardest felt outside the UGAs and in the rural areas of the County.

Lewis County rural areas have a disproportionate share of unemployed and disadvantaged persons, with unemployment nearly double the state rate, and with average wages falling from average to well below the average rate for workers state wide.

Lewis County rural areas have experienced a reduction in job opportunities due to the loss of timber jobs, with current harvest levels less than 25% of that experienced in the 60s through the 80s, with harvest levels not likely to return during any foreseeable planning period. Lewis County has not identified any reliable substitute industry to take the place of the jobs lost in rural Lewis County and rural Lewis County is an area experiencing economic decline.

To counter the trends and to promote economic opportunity for all citizens of Lewis County and especially for those in the rural areas of the county, Lewis County has adopted a multi part program:

1. Limited areas of more intensive rural development, and particularly the small towns, have historically supported much greater levels and intensity of economic activity than exists today. The goal of this plan is to provide, within the logical outer boundaries, and within the capacity of rural public facilities, the ability to replace the old economic activity with new activity that will serve to reduce unemployment and provide economic opportunity. The ability to provide new uses to replace the old and the ability to shift from one business to another as conditions change, are all central to the accomplishment of this goal. To this end, development regulations shall provide for industrial and commercial development in small towns consistent with the size and intensity of previously existing uses to replace historic economic opportunity. Logical outer boundaries will contain the uses and prevent sprawl into undeveloped rural areas.

2. Rural Lewis County citizens are dependent on home occupations and isolated small businesses to a much greater degree than the urban residents. Home occupations and isolated small businesses provide family income essential to promote the ability to live and work in rural areas and maintain a rural way of life. They are also essential to providing job opportunities for rural residents without having to commute long distances or move to urban areas. It is not the policy of Lewis County, nor the policy of GMA as expressed through the countywide planning policies, to require Lewis County's rural residents to commute long distances or move to urban areas to find employment. Historically, rural residents were able to find employment opportunities in small businesses close to home, within 10-15 miles or less. Continued reliance on small businesses in rural areas to achieve the economic goals of GMA is the policy of Lewis County, and will reduce the need for even more expensive transportation infrastructure.
3. Farming has also seen significant dislocation and unemployment due to (a) the loss of production facilities and associated contracts as canning facilities have closed, (b) the shift in dairies from smaller to larger farms and the relocation of many of the larger herds to eastern Washington and other states; (c) the inability to secure water for many of the new agriculture activities that could grow with additional water, including poultry and nurseries; and (d) the general distance from production facilities and markets that make it difficult to economically shift to new crops. These factors all serve to provide a serious long-term recession/depression in the agricultural community. The farms do exist, but the farm economy is under serious challenge. To provide economic opportunity to those who have committed their lives and their wealth to the preservation of the land, the County shall encourage (a) on farm housing for family members, as keeping family members on the farm is one of the best ways to assured a continuation of the family farm and farm economy in Lewis County, (b) the ability to achieve on farm non farm income which is developed with barns and sheds and roads and was the center of the farming business, and (c) the ability to use a portion of the farm for non farm economic activity that supports the economic value of the farm. This is essential to preserving the farms in rural Lewis County by making it easier for the farmer to secure loans to remain in agriculture and to recover a significant portion of the investment in the land through non farm means, while retaining the predominant portion of the farm for agriculture and timber activities (many of the Lewis County farms are both farms and managed woodlots). Such a program is essential if Lewis County is to provide economic opportunity in lands previously farmed, but presently difficult if not impossible to farm economically (a return to land, labor, and capital) given the current structural changes in the agriculture economy. (There is presently much more land available than the market can support in commercial farming. As such, much previously farmed ground now grows hay that barely covers taxes or it is fallow or reverting to weeds).
4. Lewis County is both a destination for recreation activities as well as offering tourist attractions for people traveling through Lewis County to reach other attractions, such as Mt. Rainier National Park and Mt. St. Helens National Volcanic Monument. In addition, Highway 12 provides one of a relatively few east-west highways crossing the Cascade Mountains. Tourist and recreation facilities provide an opportunity for the rural residents to provide services to and derive economic opportunity to the traveling public. Opportunity to provide such facilities and services in the rural areas, consistent with rural levels of intensity, and the ability of the facilities to operate with adequate rural

facilities and services, is another key to assuring adequate economic opportunity to the rural residents of this County, both in the jobs created in rural areas and the opportunity for small business to support the ability to live and work in rural areas.

5. Larger economic centers in rural areas are preserved through the designation of rural industrial centers, which exist on developed lots and may intensify and change on the designated areas to preserve existing jobs, both for the present, and as the economy may change in the future. The comprehensive plan shall specifically designate areas of existing larger rural industrial activity as rural industrial centers. Provision shall be made to assure adequate services and facilities exist to serve any increase or change in existing uses and avoid encroachment on surrounding undeveloped lands.
6. New large-scale activities in the rural areas shall be reviewed through provisions for fully contained communities, major industrial projects, master planned resorts, and industrial land banks, including the identification of both criteria and potential locations for such uses. RCW 36.70A.360, 362, 365, 367.

Major Issues

Issues pertaining to rural area development:

1. Rural character:

Lewis County rural character includes private property rights and the responsibility to use and maintain property in a reasonable manner. Problems are solved on a local basis by locals directly impacted by the situation.

Lewis County rural character is defined by relatively low-density houses and businesses and large areas of timberlands, where people can live and work and play and not simply be a bedroom community.

Lewis County rural character includes resource industries such as agriculture, forestry, and mining in rural areas in which deference is expected to noises or smells that are typical of the resource industries operated in compliance with state and local regulations, and where applicable, state and local permits.

Lewis County rural character includes independent, self-reliant people guided by common sense, not political correctness or governmental intrusion.

Lewis County rural character includes extended families that are receptive to change and use many different approaches to making a living.

Lewis County rural character includes many types and sizes of businesses scattered throughout the rural area.

2. Rural lifestyles and economies – Historically a significant portion of employment and economic activity in Lewis County has been dependent on jobs located outside of urban

growth areas. Resource-based employment in agricultural, mining, timber production, and home occupations, small businesses, and industries are critical to the overall success of the Lewis County economy. The agriculture industry locally is dependent upon on farm, non farm income and off farm employment to support agriculture. The County development regulations shall provide for opportunity to accomplish such activities outside UGAs, while limiting urban utilities and facilities to urban areas.

3. Lewis County has a tradition of family farms and intergenerational family compounds. The practice among many families has been to invest family resources in farmlands and to pass the lands to one or more of the next generation, who continue to use the family property as circumstances warrant.

Lewis County intends to encourage this trend to keep the knowledgeable farm family on the land and to encourage the ability to live and work in rural areas.

Rules about clustering development shall protect against excessive use or environmental impact.

4. The rural based economy and lifestyles authorized in Lewis County must comply with shoreline, critical area, and SEPA based rules and regulations designed to protect the environment, and fish and wildlife habitat. This is accomplished through the permit process, requirements for concurrency identified below, and the limitation of "more intense" activities in the rural areas to specific geographic locations where size or impact may be an issue, or to a limited size where home occupations or home based industries are involved. Mitigation through SEPA shall be required to avoid or reduce impacts and projects may be rejected where major impacts identified in environmental documents cannot be acceptably mitigated.
5. Activities in rural areas must be served by adequate water and "on site" waste treatment, except where existing rural sewer service is available. Public water supplies may be used where available as Boistfort, Packwood, Randle, Onalaska, and similar systems have historically served the rural areas and are considered "rural." Adequate facilities are defined in state and county health codes.
6. Rural area development as identified for more intense activity shall not occur (a) within identified floodways identified in Lewis County Code Chapter 15.35 or (b) within critical areas in a manner inconsistent with the provisions of Lewis County Code Chapter 17.35.
7. Development regulations shall be developed to identify how the criteria is to be accomplished under differing circumstances and to provide specific limitations as required by RCW 36.70A.070(5)(d)(i-v).
8. Except as provided above, new rural area development shall be limited to residential development at a variety of densities from one-unit-per-five-acres to one-unit-per-20-acres, and a variety of uses consistent with the size, scale, including intensity, and frequency appropriate to the rural setting. Clustering is encouraged to promote efficient and cost-effective land use and maintain the open appearance of lands, even where rural development is occurring.

9. Legal lots of record as defined in Chapter 16.02 LCC are buildable lots where health and development standards are met.
10. Public facilities and services in the rural areas of Lewis County will be provided to support existing and new development at levels that are consistent with the preservation of rural character and that are historically and typically delivered at an intensity usually found in rural Lewis County. Such facilities and services are “rural governmental services” as defined in RCW 36.70A.030(16). Development regulations will provide for adequate water, septic, and other facilities consistent with established standards and provisions of law.

Transportation concurrency is addressed in the Transportation Element and provides the required levels of service, consistent with rural Lewis County’s character and which allows citizens to live and work there. The development regulations address transportation issues at the permit level and provide for mitigation through the SEPA process.

Future Rural Area Population

Lewis County expects a growth in the County areas of approximately [8,119 per Table 3.3] people through 2015 outside planned urban growth areas. Dispersal of populations is dependent upon the economy and available facilities, but may generally fall as follows:

Table 4.2: Dispersal of Rural Population Growth [1]

	People*	Units**	Development of Existing Lots of Record (including 5-acre tracts)	New Development in Areas of More Intense Development	Rural Areas	Annual Growth 1995-2015
Gateway areas, including tourist, resort, and resource activities (Packwood, Mineral, Randle/Silverbrook)	500	200	60% 120 units	30% 60 units	10% 20 units	10u/yr
Mid county areas, including the lake and river areas and the mid valley regions of Onalaska, Salkum, Glenoma, and Mary’s Corner	3500	1500	75% 1125 units	20% 300 units	5% 75 units	75u/yr
South county – Cowlitz drainage below the dams	2000	850	80% 680 units	10% 85 units	10% 85 units	45u/yr
North/West county – East/West of I-5, north of Newaukum	3000	1300	60% 780 units	20% 260 units	20% 260 units	65u/yr
Total	9000	3850	2705 units	705 units	440 units	195 u/yr

*Permanent residents, does not include recreation population or second homes.

**Rounded for reference.

[1] New census data by tract will be available after the first of the year. As the numbers are for overall reference purposes, no change is suggested for this year. The County will consider updated trends, when available, as part of its 2002 update.

Lewis County expects development within existing rural area developed areas or existing lots of record of 705 units, new development within areas of more intense development of 2705 units, and rural area development of 440 units. In addition, Lewis County has a growing second home recreation/retirement home building activity that is not related to new population. This activity is principally focused in the gateway communities and lake/river resort areas. The second homes provide access to resort and recreation areas and are important to the tax base and economic well-being of the communities which serve them. The County expects the second homes to constitute an additional 500 homes during the planning period in the areas identified.

Comparison of Land Requirements with Available Supply

Lewis County includes approximately 1.55 million acres, of which 1,250,000, or approximately 80% of the land area, is in large block ownerships that are likely to remain in their current undeveloped or relatively undeveloped state. These lands include federal and state timberlands, forests and parks, timber and agricultural resource lands, wetlands, stream areas, and floodways. An additional 22,954 acres are in urban growth areas. Of the 360,000 acres remaining, limited areas of more intense development are less than 3%. 9,073 acres and the balance are divided into a variety of rural densities (see Table 4.1

The developed rural areas will have a variety of densities and authorized rural areas of more intense development. The planned mix of uses outside the urban areas, maintaining the overwhelming majority of County lands in park, resource, and larger tracts, while efficiently using the remainder of rural lands to preserve and enhance the historic pattern of rural life and economic opportunity as provided in this plan reflects the “rural character” of Lewis County lands.

Rural Area Designations

Economically, Lewis County is predominantly rural, resource, or park, with less than 5% of the County in urban or more intense rural uses. The goal of this plan is to identify rural area development goals and policies that will permit the County to retain the rural character previously defined. Lewis County has a history of rural and resource based economic activity that has included logging, agriculture, and mining. As a result, much of the economic activity has been centered in small communities outside the incorporated cities of the County. Rural area property owners have engaged in a wide variety of activities out of their homes or through the small communities and such activities have been central to the economy, custom, and culture of the County. The County’s comprehensive plan is designed to assure that such activities will continue to be a vital part of the community economy with the flexibility to adapt to the changing economy.

Small communities have historically supported mills and associated resource-based activities with an employment base that was nearly double what it is today. The goal of this comprehensive plan is to regain by 2015 at least 50% of the wage lost since 1970, both in urban and rural areas of the County.

The GMA objective in rural areas is to achieve a variety of densities and uses. Lewis County has identified a variety of densities and uses that have historically and traditionally been found in the rural areas. The County achieves the variety of densities and uses through a combination of classifications in the rural areas.

The GMA speaks of limited areas of more intensive rural development (“LAMIRDs”), which were identified by the Legislature in RCW 36.70A.070(5)(d) in the 1996 amendments to GMA.

Lewis County uses the statutory LAMIRD criteria in addressing the variety of uses and densities in rural areas. LAMIRDs are identified in three categories – type (i), type (ii), and type (iii) – and the County uses the types to differentiate rural area development.

I. Type (i) LAMIRDs are:

Rural development consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas, . . .

RCW 36.70A.070(5)(d)(i).

A type (i) LAMIRD must be confined within a logical outer boundary with both the area and intensity of use being measured by development in existence as of July 1, 1993, the pertinent date GMA took effect in Lewis County.

Type (i) LAMIRDs recognize areas of existing economic and residential activity and, therefore, within logical outer boundaries are exempt from requirements to

(ii) Assuring visual compatibility of rural development with the surrounding rural area;

(iii) Reducing the inappropriate conversion of undeveloped land into sprawling, low-density development in the rural area;

RCW 36.70A.070(5)(c)(ii)(iii).

In Lewis County type (i) LAMIRDs include:

- A. Small towns - the most intensely developed rural use areas in terms of lots; variety of densities; and size, variety, and intensity of uses: Small towns have traditionally been a center of service and the hub of employment for the more rural areas. Small towns have schools, fire, and rural utilities, including water, power, and in one case, a small rural sewer system. Small towns serve an essential function in defining both the character of the community and providing a location for the more intense uses in the rural areas. Small towns meet the criteria for a type (i) LAMIRD (which may include type (ii) and (iii) uses) and may have a combination of more than one use, including commercial, residential, tourist, and industrial uses. Small towns are defined as a specific zone and small-town scale activities are confined to the designated small town areas.
- B. Crossroad Commercial areas: Crossroad commercial areas serve the retail and commercial needs of local residents. Crossroad commercial uses may also serve the

needs of the traveling public. Crossroad commercial areas are type (i) LAMIRDs, but may include type (ii) and (iii) uses. Crossroad commercial areas are defined as a specific zone and the crossroad commercial activities are typically smaller than in small towns and limited to the crossroad commercial district as mapped. Given the size of Lewis County, the crossroad commercial areas are essential to serve the rural public areas and support the ability to live and work in rural areas.

- C. Freeway Commercial areas: Freeway commercial areas are likewise essential to serve the neighboring community and also serve the retail and commercial needs of the traveling public, and include uses that serve local commercial and retail needs, and industrial uses. The size and intensity of the freeway uses is larger than the standard crossroad commercial area, and are characterized as a combination of type (i), type (ii), and type (iii) LAMIRDs. Industrial uses within a freeway commercial site are limited to the existing developed area as mapped. Freeway commercial areas are a specific zone and the freeway commercial activities are limited to the freeway commercial zone. Freeway commercial zones also provide essential services to the traveling public, including emergency services.

I. Rural Residential uses: Type (i) LAMIRDs

1. Rural small town residential: The most intense densities are found in the small towns in which new residential development may occur within existing lots of record, and new developments in residential zones at 4 units per acre may be achieved where water and septic or rural sewer service are available. (Type (i) LAMIRDs)
2. Rural residential centers: Existing platted areas where lots have been developed, with logical boundaries and limited infill areas where water and capability of waste disposal provide for lots from 2-units-per-acre to one-unit-per-two-acres consistent with the prevailing patterns of development. (Type (i) residential and (ii) shoreline residential developments, LAMIRDs.)

II. Under GMA a Type (ii) LAMIRD is

The intensification of development on lots containing, or new development of, small-scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but that do not include new residential development.

RCW 36.70A.070(5)(d)(ii).

Type (ii) LAMIRDs recognize the ability of existing recreational or tourist facilities to grow and for new uses to be developed. Given the economic goal to promote tourist services as a partial replacement for lost resource jobs, type (ii) LAMIRDs are important to the ability to live and work in rural areas of the County. Scale and intensity limits are identified to distinguish rural uses from uses requiring approval as planned resorts, and to assure such uses do not contribute to sprawl. Type (ii) LAMIRDs in Lewis County area:

Rural Tourist and Recreational Facilities: These facilities are designed to provide recreational opportunities and are dependent upon their rural location, or serve the needs of the traveling public. The uses are type (ii) LAMIRDs and are not limited to a specific zone, but may be in any of the rural zones.

Type (ii) LAMIRDs may be located within the boundaries of a type (i) LAMIRD consistent with type (i) development criteria. Type (ii) LAMIRDs in Lewis County include:

1. Convenience grocery and fuel development (other than well, drainfields, and stormwater) to be located on up to two acres. Must be on a state highway or arterial.
2. Roadside restaurant less than 50 seats (may include lounge), up to two acres or less total development. Must be on a state highway or arterial.
3. Small scale tourist service specialty shops – fishing, boating, camping, hunting, two acres or less total development, on a state highway or arterial, or a direct access road to the recreational area.
4. Gift or craft shop, selling crafts and similar items on up to two acres. Must be on a state highway, arterial, or direct access road to the recreation areas, unless a permitted use in the RDD zone.
5. Bed and breakfast facilities, 10 units or less.
6. Motels, 30 units or fewer, must be on an arterial or state highway.
7. Shoreline-related tourist service uses – uses consistent with the shoreline master program, provided they do not require urban services and are consistent with density limitations identified in the zoning ordinance and for which a shoreline substantial development permit is required.
8. RV parks and campgrounds--development regulations shall identify limits in terms of use, location, and density to assure that the development of type (ii) uses is consistent with rural character.

III. Type (iii) LAMIRDs

Type (iii) LAMIRDs address the intensification of development on lots containing isolated nonresidential uses, or new development of isolated cottage industries and isolated small-scale businesses that are not principally designed to serve the existing and projected rural populations and nonresidential uses, but do provide job opportunities for rural residents.

Type (iii) LAMIRDs reflect the eclectic nature of rural economic activity, as home occupations, isolated small businesses, and the existing rural industrial sites are all essential to foster the ability to live and work in rural Lewis County, consistent with the other attributes of rural character.

Flexibility, ease of entry, and ability to change with the times are the hallmarks of rural small business. Size, scale, and intensity limits balancing the rural nature of the activity with the need to assure economic viability are all addressed.

Type (iii) LAMIRDs may be constructed on rural lands, consistent with development regulations that assure rural character is protected, and may also be constructed within the boundaries of type (i) LAMIRDs consistent with the LAMIRD guidelines.

Rural business and isolated small business uses. Cottage industries and isolated small businesses are commonly found in rural Lewis County and are central to the ability to live and work in rural areas. Such uses provide vital sources of non farm income to the residents of the Lewis County farms and rural areas. This use is authorized by a type (iii) LAMIRD and is not limited to a specific zone, but may be used in any of the rural zones.

1. Type (iii) LAMIRDs are recognized in two categories:
 - a. Cottage industries are those industries associated with the home property and use by residents of the home.
 - b. Isolated small-scale businesses are businesses that are not associated with the home, but are limited in size, scale, including intensity, and location consistent with Lewis County's history and tradition of rural area development.
2. Business types found in "a" and "b" above include, but are not limited to crafts; personal and professional services; engine and equipment repair; food products and services; construction, landscape, septic services; equipment preparation and repair services, and storage and transport services serving the area resource uses.
3. Rural business and isolated small scale business shall be considered under three classifications:
 - a. "Permitted uses," include:
 - i. Those uses in an existing residence, or existing associated outbuildings, by the occupant (home occupation) or owner (isolated small business) and two (2) on site FTE employee(s), where there is no outward manifestation of the business other than a small sign, or vehicles used off site for business purposes. No specific County review or approval is required.
 - ii. Businesses which have up to five (5) FTE working on site, in addition to the owners and their family, and may include new structures up to 5,000 square feet. Such uses may be associated with a residence or an isolated small business not associated with a residence.
 - b. Uses permitted through the special use permit process. Such uses may be up to 10,000 sq. ft, and may have up to ten (10) FTE on site.

- c. Existing Rural Industrial Areas or Uses, larger than "a"-"b" above, that are important to the rural economy will be mapped as lawful uses. Such uses are limited in expansion to the existing developed lots or area with an identified logical outer boundary as a type (i) LAMIRD. Development regulations shall identify criteria to assure that the uses and intensity of such businesses remain consistent with the rural character.

IV. Rural Densities and Uses

GMA provides that rural elements shall provide for

a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses.

RCW 36.70A.070(5)(b).

In establishing such densities and uses Lewis County shall consider the pattern of development reflected in local circumstances. In order to achieve the variety of densities and uses in rural areas, Lewis County shall rely on using the existing rural development pattern as evidenced in the guidelines for type (i), (ii), and (iii) LAMIRDs above, and in a base set of land use densities reflecting the rural nature and character of the County.

Rural residential uses: rural residential uses range from the many farms throughout the County to smaller homes. Recreational homes, retirement communities, shoreline communities, and family compounds all are part of the County heritage. The variety of rural densities is achieved through a hierarchy of zones that emphasize use of existing facilities and developed areas, and that are designed to protect the rural character of Lewis County.

1. Residential 1 unit per five acres where there is adequate access, and the ability to achieve septic approval and water permit development at this scale, including intensity, consistent with development regulations in Lewis County Code Title 16. Such designation shall be in areas that can be served by rural facilities and services and do not give rise to need for urban facilities and services.
2. Residential one unit per 10 acres, where development limitations, such as critical areas, warrant lower densities.
3. Residential one unit per 20 acres or larger where significant development limitations, such as critical areas, warrant a much lower density.
4. Cluster development, consistent with rural size and scale, including intensity, may be used to further protect rural character. Density bonuses in connection with cluster development may be used where an incentive is warranted to encourage the protection of particular features or areas of importance, consistent with overall rural area guidelines.

To accomplish its rural area goals, Development Regulations:

- A. Shall provide for the identification and protection of large tracts in the rural areas by local petition. Development regulations shall permit protection of large blocks or tracts of land through an overlay zone, limiting development to one unit per 20 acres or one unit per 40 acres as specified in the petition. Such zone shall be not less than 80 acres in size and shall require the petition or concurrence of two-thirds of the property owners and two-thirds of the acreage to be applicable.
- B. Shall provide for home-based occupations and small industries in the rural areas. Development regulations will identify limitations on sizes and uses to assure that the uses are consistent with historic patterns and emerging trends and compatible with neighboring uses. As a general matter, for non-resource related activities, stand alone buildings for home occupations and home-based industries should not exceed 5,000 square feet without special approval to assure that the on-site activity or off-site impacts will not intrude on neighbors or encourage inappropriate urban growth.
- C. Shall provide for small businesses and industries to locate on or near old mill sites or other lands formerly used for resource-related activities. Local infrastructure is already in place to serve the former uses and such reuse of previously developed sites will permit the County to gain back some of the lost economy without spreading such growth inappropriately to new, undeveloped rural areas.-
- D. Shall provide for most commercial uses serving rural areas to locate in or near the previously developed small towns or crossroads commercial areas, to meet the community needs for goods and services without having to travel to urban areas and to provide the core support for tourist and rural recreational activities. Limited tourist, rural industrial, and traditional rural uses shall be provided for in rural areas with limits on size and location consistent with "rural character." RCW 36.70A.030(14).
- E. Shall provide for coordination with the rural water systems, fire districts, and school districts to update their current plans, to identify areas of existing capacity and needed upgrades to accommodate reuse of previously used properties and encourage the redevelopment of a sound rural economy. The purpose of such planning is to assure that new uses will have adequate facilities in place prior to locating or will be able to develop adequate mitigation agreements where upgrades are necessary to meet current standards. County development regulations will identify different levels of rural services which must be available or provided to meet concurrency requirements.
- F. Shall provide for the use of smaller rural water systems in the rural areas, rather than individual wells, where available to protect and preserve the quality and quantity of water in the rural areas. The Chehalis basin is currently a closed basin due to both water quantity and water quality. The local water systems are better able to secure and preserve water rights than are individual permit holders, and are better able to assure quality water delivery to the individual home, both for public health and for environmental protection.
- G. Shall provide for the location of unique, regional commercial/industrial uses along major transportation corridors where urban services are not required for the operation

of the facility. Such use shall be designed and sited so as to maintain the rural character of the surrounding area.

- H. Shall provide for the use of rural area lands not designated for agricultural and timber uses and suitable for rural area development to support rural recreational activities. Such activity both aids the local economy and provides significant opportunities for the citizens of the County and the state to enjoy the physical beauty of Lewis County. Development regulations should provide for:
1. Stand alone small resorts such as Cispus Learning Center, and shoreline-related resort and recreational facilities such as presently exist on Riffe Lake and Mayfield Lake.
 2. Recreation facilities such as mining camps, river camps, and hunting and hiking camps which provide necessary facilities to permit use and enjoyment of the Lewis County out of doors.
 3. Equestrian and golf centers which provide recreational opportunities and associated uses, but consistent with rural intensity and use.
 4. Pistol, rifle, skeet, and other shooting facilities which encourage education and training in the safe use of lawful firearms. Development regulations shall provide siting criteria for new or expanded facilities that shall be protective of public safety (including noise and other environmental risks).
 5. General aviation facilities, including private airstrips and airparks incorporated into commercial or residential developments or associated with appropriate rural areas of more intense development. Development regulations shall provide siting criteria for new or expanded facilities that shall be protective of public safety (including noise and other aviation risks).
 6. Other similar uses which promote the use and enjoyment of our rural areas and which are similar in size, scale, including intensity, and impact with the uses identified.
 7. Development regulations shall identify standards and conditions necessary to accomplish the identified activities in a manner consistent with County critical area and shoreline rules and regulations and in a manner protective of the environment and the peaceful enjoyment of nearby properties which are entitled to be free of activities which may constitute a nuisance.
- I. Shall provide for the designation of Rural Gateway Communities to focus tourist-associated commercial activities in the vicinity of major recreational areas, including Mount Rainier and Mt. St. Helens.
1. Location of Rural Gateway Communities shall be determined by the following characteristics:

- A. Having established commercial and other businesses catering to tourists and the local surrounding community;
 - B. Located near major recreational facilities and opportunities; and
 - C. Having immediate access onto state routes or major arterials.
 - D. The boundaries of Rural Gateway Communities should reflect the existing service or impact area and should not be expanded into new lands designated for long-term commercially significant resource use under this comprehensive plan.
 - E. Commercial development in continuous strips shall be discouraged.
2. The primary purpose of Rural Gateway Communities is to provide commercial services to accommodate the needs of visitors and tourists. These services include:
- A. Housing accommodations for tourists, visitors, and workers and their families;
 - B. Commercial uses serving tourists, visitors, and residents;
 - C. Outdoor recreational facilities and uses;
 - D. Facilities and services necessary to support tourism-related uses;
 - E. Cultural facilities including theaters, galleries, arts and craft centers, and interpretive centers; and
 - F. Transportation facilities necessary to link tourism with surrounding recreational opportunities.
3. Rural Gateway Communities should provide commercial services to meet everyday needs of the surrounding residents.
4. The communities of Packwood, Randle, Mineral, and the ultimate connection of SR - 504 Highway 12 are Rural Gateway Communities.
5. The overall residential density may be higher within a Rural Gateway Community than the surrounding rural area. Density calculations will not include land devoted to overnight lodging or commercial purposes.
6. The density of overnight lodging may be higher within a Rural Gateway Community than the surrounding rural area.
7. Development regulations shall identify size criteria to distinguish rural resort projects from master planned resorts, which must be processed under RCW 36.70A.360.

Rural Area Development - Guidelines

The guidelines set forth below provide the framework for identifying a variety of rural area uses and activities.

- A. Areas of More Intense Rural Development (RCW 36.70A.070(5)). Rural areas in Lewis County are those lands that are not within a UGA, and not within designated timber, mineral, or agricultural lands of long-term significance. Within the rural lands, the County recognizes several categories of uses considered for more intense rural area development under the criteria and guidelines of RCW 36.70A.070(5): Unincorporated Small Towns, Crossroads Commercial Areas, Rural Freeway Interchange Commercial Areas, existing rural industrial areas (the Curtis Railyard and the Ed Carlson Memorial Field), Shoreline Areas, Tourist Use Areas, and areas of existing intense development (Rural Residential Centers).

1. Small Towns - Unincorporated

The small towns in unincorporated Lewis County are Adna, Doty, Glenoma, Mineral, Onalaska, Packwood, Randle/Silverbrook, Salkum, and Silvercreek. The RDW Mill area is added to the Randle Silverbrook small town and the Kiona area was added adjacent to the Glenoma small town.

Nature of the small towns: each of these towns was developed in a historic pattern of small lots surrounding a central commercial, industrial, or market feature. The small towns have existing infrastructure which may include fire protection, water systems, school facilities, and other public buildings and services which serve not only the small town but also provide basic needs and services for the surrounding community.

Physical limits of the small towns: The areas designated for development within small towns shall be confined to areas of historic development or areas immediately affected by development with small allowances to create regular boundaries and efficient service areas, consistent with logical outer boundaries identified as provided in RCW 36.70A.070(5)(d)(iv).

Lewis County identified two classes of small towns – Category I and Category II.

Category I small towns are or were centers of mill activity and have land available for industrial redevelopment. The Category I small towns are Packwood, Randle/Silverbrook, Mineral, and Onalaska. Category I small towns may have separate residential and mixed use zones and shall provide a specific industrial zone to promote rural industrial development or redevelopment consistent with the limits of public facilities at rural levels of service.

Category II small towns provide a central focal point for an area in the County, typically including commercial, personal, and professional services, community centers, schools, and fire and other public services. The Category II small towns are Adna, Cispus, Doty, Glenoma, Salkum, and Silvercreek. The Category II small towns have existing facilities and services, but typically not the infrastructure to support larger industrial uses found in the Category I small towns. Category II small towns typically develop in a mixed-use pattern.

Uses within small towns may be commercial, residential, or industrial, so long as the infrastructure within the community has the capability to handle the demands of the development at rural levels of intensity and services as provided in RCW 36.70A.030(16). Urban development is prohibited.

Residential uses shall be based upon historic lots and lot sizes, and should average not more than 4 units per acre, single-family detached.

Commercial uses should not be larger than 10,000 square feet for non-resource uses, without a special use permit.

Industrial uses shall generally not be larger than 20,000 square feet without a special use permit, per location, for non-resource based uses in Category I small towns, and 5,000 square feet per location in Category II small towns.

2. Crossroads Commercial Area

Crossroads Commercial areas provide residential, commercial, and industrial opportunities that are important to Lewis County and its economy. Crossroads Commercial areas are found at major intersections where local commercial service needs are met. New uses within the Crossroads Commercial areas may include commercial, residential, and industrial, but residential shall be limited to the area of current development. Commercial shall not exceed 10,000 square feet per building and 5,000 square feet per use. Areas must meet the criteria of RCW 36.70A.070(5) and shall include areas directly affected by existing development as shown on the County maps.

The County has eleven (11) such areas: Boistfort, Cinebar, Curtis, Dorn's Corner, Ethel, ForestGalvin, Intersection of Leonard Rd. & US Hwy 12, Intersection of Hwy 6 and Hwy 603, Mary's Corner, and "Stinky Corners."

3. Rural Freeway Interchange Commercial Areas

Lewis County is in transition with reduced reliance on resource industries, including agriculture and timber, and a growing economic dependence on transportation-related and other activities that include the traveling public. Rural Freeway Interchange Commercial Areas provide appropriate areas already impacted by and convenient to major transportation facilities to accommodate this shift. The areas shall meet the criteria of RCW 36.70A.070(5)(i)(ii)(iii) concerning location in areas of existing development or affected by existing development and services, as shown on County maps.

Rural areas in Lewis County are bisected by I-5 and five arterial overpass/on-off ramp intersections. Historically these areas have provided a convenient location for vehicle service and service to the traveling public, as well as hubs that have provided locations for numerous small businesses. The intersections continue to provide a convenient location for commercial and small industrial activities in the County. The areas around the intersections can be further developed without extending or overstressing existing facilities, or limiting the productivity or use of the County's long-term resource lands. The areas identified below provide a logical and reasonable location for additional tourist and commercial services, and rural small businesses at a scale, including intensity, larger than crossroad commercial areas. Development regulations shall identify criteria for siting such uses and for assuring that the development of such areas will not result in the intrusion of new development beyond the areas presently impacted or affected by the interchange, or interchange-oriented development.

The Rural Freeway Interchange Commercial areas are as mapped, and include areas impacted by existing more intense development or conveniently located to cost-effectively serve growing community needs. None of the areas identified are necessary for resource use and all provide a key element in providing a growing diversified economy in Lewis County.

I-5/SR 505, Toledo-Winlock overpass – west side
I-5/US 12/Military Road to Olequa Creek
I-5/Hwy 506 (Cowlitz Crossing)
I-5/Jackson Highway South

(Rural Freeway Interchange Commercial areas are potential sites for a major truck stop. Such use is considered a major industrial development per RCW 36.70A.365 and would be processed accordingly.)

4. Rural Areas of More Intense Development - Industry

Curtis Railyard: The Curtis Railyard is an historic log and mill site located westerly of I-5. Use of the site predates GMA. The Railyard has an existing rail siding and water from the Boistfort Water District. The Curtis Railyard serves a need for large rail-oriented or resource parcels that do not require municipal sewer. The site has been changed from a UGA to a rural industrial area of more intensive use to avoid creating a demand for sewer in the area. Development regulations shall limit the Curtis Railyard to resource and rail related large lot uses which cannot be served in the UGA. A master plan process shall be created to enforce these rules. The boundaries shall conform to RCW 36.70A.070(5)(d)(iv). An alternative approach is to designate the site for potential major industrial development under RCW 36.70A.365. Such designation would be processed through Chapter 17.10 LCC.

Ed Carlson Memorial Field: Ed Carlson Memorial Field is a municipally-owned airport. Use of the site predates GMA. The general aviation facility is outside city UGAs. The public interest is best served by retaining the use of the airport and its ability to grow. The facility is an existing essential public facility under GMA. The County shall adopt rules designed to avoid conflict with residential uses.

Additional Sites: The County identified the additional areas of Klein Bicycle, Williams Industrial, Ramsey Industrial Park, Taylor Drilling, Baer industrial site, Morton log yard industrial site, PLS log yard industrial site, TransAlta industrial site, PSE Natural Gas Storage site, and Larman Road Industrial Site, which are mapped and are limited to existing lots.

5. Shoreline Areas

Lewis County has several lakes and rivers that have existing developments serving recreational and retirement populations and which are considered areas in which more intense rural area development may occur. Existing developments were platted into small residential lots along or in the vicinity of the shorelines to take advantage of recreation and view amenities. Development occurred prior to Lewis County's date for growth management. The areas considered to have adequate school, water, and other public services to permit continued enjoyment of the shorelines of the County without causing sprawl or impact to resource lands. Significant shoreline areas are:

Mayfield Lake, Mineral Lake, Scanewa Lake, Carlisle Lake and Riffe Lake; as well as land along the Cowlitz, Nisqually, Chehalis, and Cispus Rivers.

The following areas have been specifically designated under this section: Lake Mayfield Estates area, Mt. View Dr. Addition area, Lake Mayfield Park area, all of which were mapped to conform to logical outer boundaries under RCW 36.70A.070(5)(d)(iv).

Shoreline areas will not be permitted to extend into areas of prime farm land, commercial timber tracts, or areas of operating mineral lands.

6. Tourist Use Areas

Lewis County considers a stand alone resort such as White Pass Ski Area, Sun Mountain Lodge, or Skamania Lodge to be an appropriate use within rural areas and such uses may include commercial recreational facilities designed to serve the tourist population. Sun Mountain Lodge and Skamania Lodge are destination resorts located in the Methow Valley and Columbia Gorge, respectively. They typify the type of nonresidential resort development that the County would process through a master planned resort program. Chapter 17.20 LCC. Both facilities have several hundred units, resort dining facilities, and extensive outdoor recreation facilities. The County considers the Cispus Learning Center, located in Cispus Valley, to be the type and size of tourist use approvable through special use permit process, as its size and intensity of use are "rural" and appropriate for Lewis County rural areas without the master planning requirements of a master planned resort. Such uses would be processed under the standards of Chapter 17.115 LCC. Development regulations will identify specific size, character, and facility criteria through a permit process to distinguish which uses should be permitted through the local permitting process and which must be authorized under RCW 36.70A.360, which require more elaborate planning requirements.

The lake areas provide a good recreational resource for the central county area and resort and recreation opportunities are encouraged where adequate public facilities can be provided cost effectively and significant environmental consequences avoided. Three areas have been identified through hydro licensing processes as appropriate areas for park and recreational activity. Development requires specific review or approval through special use or master plan depending upon the size and nature of the proposed project. The specific areas are mapped: Ch. 17.200 LCC, Maps 86 (West End of Riffe Lake), 87 (East End of Riffe Lake), and 88 (E. End Riffe Lake – 108 Bridge Area).

7. Rural Residential Centers (greater than R 1-5 density)

The rural residential centers are comprised of existing rural residential areas at existing densities of greater than one unit per five acres, which are not urban or likely to develop into urban areas during the planning period. These include: Big Creek/Paradise Estates area, Brockway Road area, Curtis Hill area, Harmony area, High Valley Park area, Mayfield Village, Newaukum Hill area, Goat Rocks, and Timberline Village area, as well as other small non-conforming areas located throughout the County. Boundaries are to conform to the logical outer boundary requirement of RCW 36.70A.070(5)(d).

Rural Development District

Density criteria for a variety of densities in rural areas

Lands outside of the rural areas of more intense development defined above shall be Rural Development District Zoning designations in the RDD shall include a range in land use densities of one unit per five acres to one-unit-per-20-acres for overall new residential development. In rural lands existing lots of record, regardless of size, shall be legal lots for uses as set forth in development regulations. Existing lots of record are defined at LCC 16.02.050. Many of the large parcels in Lewis County consist of a wide variety of different soil types and potential uses, including various mixtures of timber lands, agricultural lands, and lands which are not particularly productive for either, but which have been and can be used for other rural development. "Rural character" in Lewis County can best be protected through the use of clustering, where limited number of parcels are placed in those areas most suitable for development, leaving large tracts of properties available for large lot uses. Development regulations shall provide mechanisms for encouraging clustered development and to protect large parcels from unnecessary division. Development regulations shall also identify allowed uses, including resource uses and accessory uses, but should limit large-scale commercial, industrial, or non-residential activities not related to resource uses. Rural Development District areas may include areas identified by cities as potential urban reserve for non-residential uses. The County development regulations may provide a very low density for such areas to preserve future municipal choices.

The first zone identified for use in the rural areas was a rural 1 unit to 20 acres designation. The lands so zoned are in areas known to have potentially significant limitations due to soils, steep slopes, lack of access, or local water availability issues. Uses in the R 1-20 zone may be limited in size and scale, including intensity, in many areas. Some uses, including those which benefit from the remote or less developed lands, e.g. camps, recreation uses, and rifle ranges, would be expected to locate in the zone precisely due to the lack of development. Development regulations shall provide that adequate facilities, critical area protection, and protection of resource lands and resource uses be built into any project review for lands in this zone.

The second zone identified for use in the rural areas was 1 unit per 10 acres. The district permits a limited degree of rural area development at truly rural levels of intensity. Uses in the R 1-10 zone reflect normal state of rural activities, including residential use, home occupations, and isolated small businesses, and a variety of smaller business activities permitted and limited as set forth in the land use plan. The focus is to assure that the permitted activities are consistent with the historic practices and intensities and suited to meet the needs of those who choose to live and work in rural areas, are compatible with overall rural character, and residents recognize limitations on the availability of rural area services and avoid the need for urban levels of service that cannot and will not be provided outside UGAs, except to meet recognized health emergency situation as authorized by law.

The third zone identified for use in the rural areas is residential one unit per five acres. This zone is located in areas that show a pattern of large lot residential development, and are typically near population centers such as the UGAs and the small towns. The residential unit 1-5 zone permits residential uses and a variety of uses, including home occupations, isolated small businesses, and additional uses commonly found in rural areas. Some activities have been limited due to the projected intensity of development or proximity to more developed areas. Size and scale, including intensity, limits were in concert with historic practices.

Lots of record less than five acres are considered legal lots for development purposes in all rural zones if they meet the requirements of the County regulations for “lots of record.” LCC 16.02.050.

Designation criteria for a variety of densities in rural areas

In establishing a variety of densities and uses in rural Lewis County, the county should consider a number of criteria reflecting rural character in Lewis County.

1. The first consideration is to let the land speak for itself. Thus, matters such as critical areas and constraints on water and septic shall be considered.
2. A second consideration is self-designation. That is, land which is by the owner’s action included in forest open space tax designations, agriculture open space tax designation, or open space open space tax designation, as evidence of an intent to retain lands in larger tracts. Under state laws, 20-acre parcels and larger are the predominant pattern for such tax designated lands.
3. A third consideration is the pattern of development as evidenced by a number of factors:
 - a. Development patterns evidenced by parcel size and availability of rural facilities and services.
 - b. Population density evidencing cost and efficiency of providing public services.
 - c. Assessed value as evidence of availability of rural facilities and pressure for infill.
 - d. Likelihood of conflict or change due to development patterns or conflicts, including protection of resource uses and the ability of cities to manage long-term growth boundaries.
4. Future land use maps should be based on designations in larger blocks, reflecting logical boundaries and not individual parcels.
5. The future land use plan should minimize isolated islands.
6. No one factor is determinative of the future land use pattern, but land capability, self designation, and proximity to rural facilities shall be given substantial weight.

Reference maps and preferred alternatives for rural land use determinations

- Critical areas (see Appendix for Figure 4.16a)
- Resource lands (see Appendix for Figure 4.16b)
- Agriculture and forestry open space tax (see Appendix for Figures 4.16c(1)(2) and (3))
- Population density (see Appendix for Figure 4.16d)
- Assessed values (see Appendix for Figures 4.16e(1)(2) and (3))
- Community facilities (see Appendix for Figures 4.16f(1)(2) and (3))
- Highways and arterials (see Appendix for Figures 4.16g(1)(2) and (3))
- Future Land Use Map – Rural Lands (see Appendix for Figures 4.17a, 4.17b and 4.17c)

General measures to govern rural area development

1. Containing or otherwise controlling rural development.

Rural development occurs on lands outside urban growth areas and designated resource lands.

More intense rural area development is limited to areas in which development had already occurred, and the area is predominantly characterized by human, non-resource activity and not critical area habitat for fish or wildlife, or resource activity. The areas and uses confined within logical outer boundaries. RCW 36.70A.070(5)(d)(iv).

The overall rural area development outside UGAs and areas of more intense development more consistent with the guidelines of this plan preserves the historic character of the County, promotes efficient use of utilities and facilities, and provides a reasonable base for the redevelopment of economic resources and jobs in rural areas without risk of material change in the overall character of the County.

A variety of uses, including development, redevelopment, and change of use are all essential to foster the ability to live and work in rural Lewis County and to replace the activities that are in decline. Rural development is contained and controlled by several factors: (1) Type (i) LAMIRDs are confined within logical outer boundaries and limited rural town-scale services consistent with rural facilities and services, (2) outside of Type (i) LAMIRDs the variety of densities and uses reflect historic trends and levels of activities and uses controlled by development regulation to assure the elements of rural character and limits on rural development.

2. Assure visual compatibility

The nature of rural Lewis County is large areas of farm and forest lands and national parks and wilderness areas, excluding resource lands, punctuated by small clusters of human development activity, including small towns, crossroads commercial areas, home-based industries, rural industrial and commercial centers, and clusters of residential or recreational uses. This characteristic is more a function of the mountain and valley geography of the County than a pattern of tracts of a certain size. Visual compatibility recognizes both the rural economic activities and the more pastoral scenes. Limited areas of more intensive rural development are constrained within logical outer boundaries, with size and intensity limits consistent with historic practices and the need to foster the ability to live and work in rural areas. Outside the limited areas of more intensive rural development a variety of densities from residential 1-5 to a large tract agricultural protection zone provides a regulatory overlay that reflects current development patterns.

3. Reduce the inappropriate conversion of land into sprawling low density development in the rural area

In Lewis County, areas of more intense low-density development are confined to areas where human activity predominates over habitat or resource activities within logical outer boundaries. Logical outer boundaries are defined by development existing as of July 1, 1993, but may include undeveloped lands so long as the area is predominantly defined by the built environment and may include considerations of “natural neighborhoods and communities;”

physical boundaries, including roads, land forms, or bodies of water; the prevention of abnormally irregular boundaries; and the ability to provide public facilities and services that do not permit low density sprawl. Other rural area activities are limited in size and scale, including intensity, to limit the total extent of the development. Segregation or development of land shall be accomplished in compliance with the applicable comprehensive plan and development regulations. Lot of record requirements, large lot subdivision requirements imposing standards on rural development, clustering of rural development consistent with rural guidelines, and restrictions on size, location, and on occasion number of rural area uses, will be effective in reducing historic unregulated patterns of rural development.

4. Protect critical areas and surface water and ground water resources

The County has adopted critical area regulations, a shoreline regulation, and is subject to well head protection, Clean Water Act, and Chapter 90.48 protections for both ground and surface water. Any permit issued in rural areas must consider the impacts, as applicable under the referenced regulations. Critical area regulations are subject to a best available science review as part of the RCW 36.70A.130 updates.

5. Protect against conflicts with the use of agricultural, forest and mineral resource lands

The principal source of conflict with resource lands in Lewis County is access to necessary public lands and public roads for resource purposes. Public access to public lands for resource use and recreation is a highest priority of the County.

A second source of conflict in resource lands are incompatible uses which may choose to locate in, adjacent to, or where it may be adversely affected by resource land use. Outside UGAs, small towns, and crossroads commercial areas, development regulations shall provide limitations on new development that shall prevent unnecessary or inappropriate conflict. Such tools may include covenants to accept best management practices, easements to permit dust and noise associated with resource activity within or abutting resource lands for certain uses, and other regulations which prevent rural area development from interfering with resource based activities in or near resource lands.

IMPLEMENTATION PLAN

Identify through development regulations the standards and criteria for different uses to accomplish the steps above.

Development regulations will provide mechanisms to encourage protection and resource use of farmland and open fields, including incentives based on permit protections.

Clustering regulations will provide mechanisms to protect rural character, habitat, and resource values.

Rural Areas Goals, Objectives and Policies

R GOAL **Maintain the rural character of Lewis County.**

Objective R 1 Ensure that growth in the County is focused so that the remainder of the County can remain predominantly rural.

Policy R 1.1 Rural development, outside of defined urban growth areas, should be encouraged in a pattern and density that supports the surrounding and prevailing land use pattern, and that does not create urban demands for services for the County taxpayers to support.

Policy R 1.2 Rural development should be encouraged to occur at a density of not more than one dwelling unit per 5 acres.

Policy R 1.3 Densities must remain sufficiently low so as to avoid conflicts between new residential development and county residents that have allowable home-based occupations and industries.

Policy R 1.4 Rural area residents should expect the level of public services, such as water systems, emergency services, road improvements will be limited as distance increases from the urban areas.

R GOAL **Allow residents in remote parts of the County to live as they choose as long they do not infringe upon the rights of neighboring property owners or cause environmental degradation.**

Objective R 2 Maintain areas where an independent and private lifestyle can be sustained.

Policy R 2.1 Low-density residential development, local service establishments, and home based businesses should be allowed in Rural Development District areas.

Policy R 2.2 Establish a minimum lot size that will make feasible individual wells and septic systems on each parcel, without unduly affecting nearby properties' wells and septic systems. This lot size may vary depending on water availability and soil suitability for septic systems in each area.

R GOAL	Allow for industrial uses in the rural area that are primarily dependent on the natural resources derived from the rural area.
R Objective 3	Allow industries such as warehousing, manufacturing and distribution in areas beyond urban growth areas where appropriate.
Policy R 3.1	Allow industries to locate in rural areas proximate to transportation corridors such as Federal and State Highways or railroads.
Policy R 3.2	Ensure that any rural location chosen for an industrial use is served by or can be served with necessary infrastructure, (for example: community wells and septic systems).

Major Policy Issues

The primary difference between the proposed plan and the Existing 1991 plan is that the proposed Plan contains policy and an outline for development standards that distinguishes between different classifications of rural area and appropriate development for each. It distinguishes between rural areas of more intensive development and rural development district. This policy shift recognizes that there are some areas of the County where it is appropriate to promote slightly higher densities and that rural development should be encouraged in these areas where infrastructure is either available or more easily developed/expanded. The proposed plan policies specify that industrial uses may be allowed in rural areas where appropriate to foster and maintain the ability to live and work in rural areas. The proposed plan policies also state that minimum lot sizes in rural areas should take into consideration the requirements of individual wells and septic systems and that rural development should occur at a density of not more than 1 unit per 5 acres.

Anticipated Impacts of proposed plan policy

The anticipated impacts of the proposed plan policy are that development in the rural areas will be directed to the rural areas of more intensive development. The rural development district areas will see less development and at lower densities than they have in recent history. The proposed policy will influence the development of public and/or community infrastructure systems to serve development in the rural areas of more intensive development. Sprawl development patterns will be reduced in the rural areas.

Implementation Strategies

- Adopt development regulations for the rural areas consistent with comprehensive plan policy.
- The county will coordinate with agencies/communities/private utilities planning for the provision of infrastructure to serve development in rural areas of more intensive development.

NATURAL RESOURCE LANDS SUB-ELEMENT

Introduction

The economic health and stability of Lewis County have long been dependent on the products reaped from agricultural, forest and mineral resource lands. The Growth Management Act, (GMA) recognizes their importance by requiring counties to “classify, designate and conserve” them as “resource lands of long-term commercial significance.” The law recognizes the vital role these resources play in our lives and seeks to avoid their irrevocable loss.

Purpose

The purpose of this sub-element is to document and support the importance of each natural resource land type. It also establishes a reference point for future evaluation.

GMA Requirements

The GMA contains the following goals that directly relate to Natural Resource Lands.

- (2) **Reduce Sprawl** – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- (8) **Natural Resource Industries** – Maintain and enhance natural resource-based industries, including productive timber, agricultural, and mining industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
- (9) **Open Space and Recreation** – Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands, and discourage incompatible uses.

To meet these goals, the Comprehensive Plan must designate and conserve Lewis County’s agricultural, forest and mineral lands of long-term commercial significance. This excludes commercially significant lands already characterized by or needed for, urban growth (RCW 36.70A.170(1)).

Lewis County’s definition of natural resource lands is guided by the “Minimum Guidelines to Classify Agricultural, Forest, Mineral Lands and Critical Areas” (hereafter called Minimum Guidelines) established by the state Department of Community, Trade and Economic Development (WAC 365-190). Each resource land is defined below according to the Minimum Guidelines.

Agricultural/Agricultural Resource Lands are those lands primarily devoted to the commercial production of aquaculture, horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock, and that has long-term commercial significance for agricultural production.

Forest Land/Forest Resource Lands are those areas primarily useful for growing trees, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees commercially.

Mineral Resource Lands are those lands primarily devoted to the extraction of minerals or that have known or potential long-term commercial significance for the extraction of minerals.

As an interim step toward meeting the GMA mandate for resource lands, the Lewis County Board of County Commissioners adopted the Lewis County Interim Resource Lands Ordinance No. 1151. This ordinance classifies and designates resource lands in Lewis County and establishes regulations for the protection of resource lands.

Existing Conditions

Lewis County covers 2,449 square miles in Southwest Washington. It includes portions of the Mt. Baker-Snoqualmie and Gifford Pinchot National Forests, including several wilderness areas and portions of the Mount Saint Helens National Volcanic Monument and the Mount Rainier National Park. Approximately one third of the county is included in the national forests. According to the U.S. Department of Agriculture's 2007 Census of Agriculture, Lewis County also contains approximately 54,400 acres of total cropland, of which only approximately 37,400 acres is harvested.

Agricultural Lands³⁰

Farming was established as an industry in the Lewis County area sometime prior to 1820 to support the Hudson Bay Company operations. By the mid 19th century, the Cowlitz Farm covered 3,572 acres of which 1,500 were cultivated. Oats, wheat, barley and potatoes were grown in addition to a large dairy, horses, cattle and sheep. The majority of farmland in Lewis County is currently in hay or pasture for livestock. The farmgate value of agricultural production in Lewis County was approximately \$62 million in 1992. This annual income is generated on 1067 farms, over half of which are operated by part time farmers with another occupation.

Crops

Numerous crops have been grown in Lewis County since the early 1800's. In addition to oats, wheat, barley and potatoes; crops grown include: hops, berries, peas, green beans, clover, turf grass, rhubarb, and pumpkins.

Nursery products are an expanding industry in both quantity and variety. Approximately 3,000 acres of Christmas trees are grown in the county on farms ranging from several hundred acres to small plots used as supplemental income. Vegetable seeds, bedding plants and flowering bulbs and other flower products are grown.

³⁰ See Appendix for Figures 4.18a, 4.18b, and 4.18c, all entitled "Agricultural Resource Lands."

Dairy, Poultry and Livestock Production

Dairy, poultry and livestock production was established in Lewis County in the late 1800's. West and Dobb opened a pork packing plant in Chehalis and cattle, hogs and turkeys were raised in Eastern Lewis County. In the early 1900's egg and poultry production began to rival timber production as a dominant industry in the area. Today, Lewis County ranks first in the state in the number of broiler chickens produced. Many former dairy farms have converted to broiler production.

In the 1890's creameries were built in Chehalis, Mossyrock, Boistfort, Centralia and Winlock. By 1925, dairy products and poultry were the county's dominant market crops. While Lewis County ranks sixth in the state in the numbers of milk cows, the number of dairies has decreased greatly over the last several years due to increasing production costs, milk prices and increasing environmental restrictions, particularly on manure handling. Cow numbers have remained stable as the industry consolidates.

Challenges to Agriculture in Lewis County Constraints that limit agricultural prosperity in Lewis County include climate, location, labor and water. Unpredictable rain in spring and fall can cause a short growing season and difficulties with harvest. A location midway between Seattle and Portland offers marketing flexibility, however the Puyallup Valley, with their proximity to Seattle, can compete more favorably with perishable products. Few water rights adequate for crop irrigation exist in Lewis County, and without irrigation, few high value crops can be grown. As the population of Lewis County grows, complaints against farming activities continue to rise. Complaints include smell, dust, noise, slow moving vehicles and mud on the roadways.

Agricultural Lands Classifications

Lewis County follows the Land Capability Classification System of the U.S. Department of Agriculture Handbook No. 210 and its successor guidebooks as its classification system. The classes of agricultural lands are based upon consideration of growing capacity, productivity, and soil composition. In further defining categories of agricultural lands of long-term commercial significance, the reference standard is the use of the classification of prime and unique farmland soils as mapped by the Natural Resource Conservation Service (NRCS), USDA.

Forest Lands³¹

Lewis County became known during the 1800's for both the quality and quantity of its timber products. In addition to logging and milling, the production of shingles, railroad ties, doors, cupboards and furniture became large industries. In addition to wood, the forested lands of Lewis County produce numerous other products including cascara bark and foxglove (both used in pharmaceuticals), floral greens, wild huckleberry, salal, sword fern, tree seeds (collected for nurseries), and mushrooms.

The predominant tree species growing in Lewis County is Douglas Fir. Most of Lewis County is composed of land grade 2 and land grade 3. See Table 4.3 for Washington State private forest land grades.

³¹ See Appendix for Figures 4.19a, 4.19b, and 4.19c, all entitled "Forest Resource Lands."

Table 4.3 Washington State Private Forest Land Grades

Species	Growth Potential*	Land Grade**
Douglas Fir	136 feet and over	1
	118-135 feet	2
	99-117 feet	3
	84-98 feet	4
	Under 84 feet	5
Western Hemlock	136 feet and over	1
	116-135 feet	2
	98-115 feet	3
	83-97 feet	4
	68-82 feet	5
Red Alder	Under 68 feet	6
	117 feet and over	6
	Under 117 feet	7

*On a fifty year basis

**Land Grade 1 = highest; Land Grade 7 = lowest

Forestlands are classified as follows:

- A. **Forestlands of Long Term Commercial Significance:** A predominance of forest land grade 2 and forest land grade 3 with a minimum block size of 5,000 contiguous acres shall be required for designation as forest land of long-term commercial significance. In addition, all federally owned lands managed for their forest resources are included.
- B. **Forestlands of Local Importance:** Are forestlands with the general attributes of Forestlands of Long Term Commercial Significance, except that they are smaller than the required minimum 5,000 contiguous acres. Forestlands of Local Importance are only designated by an "Opt In" process and must generally be a minimum of 20 acres to be considered. Landowners petitioning to opt in, must commit that the property will remain in that designation for a minimum of 10 years.

Mineral Lands³²

Mineral resource lands in Lewis County include coal, brick (clay), cinnabar ore, gold, silver, copper, iron, graphite and arsenic. Of these, coal, cinnabar ore and arsenic mines were established in Lewis County. Additionally, clay for brick making and shale for paving is present in significant quantities in the Chehalis area. Brick kilns operated in the County until the last one closed in 1975 because it could not meet air quality standards. Coal is currently mined, and the Centralia Mining Company (coal mine) is the largest single private employer in Lewis County.

Mineral resource lands are scattered throughout the county. Sites are clustered around Centralia, Adna and Curtis, Toledo, Mossyrock, Randle and Packwood. Most of the sites are

³² See Appendix for Figures 4.20a, 4.20b, and 4.20c, all entitled "Mineral Resource Lands."

less than 25 acres in size. The Interim Resource Lands Ordinance classifies Mineral Resources as follows:

- A. Existing permitted surface mining operations;
- B. Areas containing mineral deposits the significance of which cannot be evaluated from available data; and
- C. Mines of local importance

Only those existing permitted surface mining operations are designated as Mineral Resource Lands of Long-Term Commercial Significance by the Interim Natural Resources Ordinance. However, other mineral resource lands may be designated subject to a redesignation application process.

Mineral Resource Lands are shown in Figures 4.20 a through c.

Natural Resource Lands Goals, Objectives and Policies

- | | |
|------------------------------|--|
| <i>NR GOAL</i> | Maintain agricultural, commercial timber production, mineral resource extraction lands and their ancillary uses. |
| <i>Objective NR 1</i> | Identify and conserve resource lands supporting agriculture, forest, and mineral extractive industries. |
| Policy NR 1.1 | The Lewis County Resource Lands Ordinance will be revised to be consistent with the provisions of this plan. |
| Policy NR 1.2 | The County should protect the interests of land-owners who wish to continue the practice of management of natural resources. |

Policy NR 1.3 Designate agricultural lands of long-term commercial significance as follows:

1. Identify lands that are primarily devoted to the commercial production of agricultural products enumerated in RCW 36.70A.030(2) of the Growth Management Act.
2. Identify lands that are classified as having prime farmland soils as determined by the National Resource Conservation Service (NRCS) that occupy a significant partition of the parcel. Prime farmland soils include soils classified by NRCS as “prime farmland,” “prime farmland if drained,” “prime farmland if drained and either protected from flooding or not frequently flooded during the growing season,” and “prime farmland if irrigated.” (NRCS maintains a list of soil mapping units that meet the criteria for prime farmland. 7CFR 657.4).
3. Lands with soils that are classified by NRCS as “prime farmland if drained” or “prime farmland if irrigated” are presumed to be drained or irrigated in the absence of evidence to the contrary;
4. Identify lands that have non-soil dependent agricultural uses such as poultry, Christmas tree, horticulture, and fish hatchery operations;
5. Consider the combined effects of proximity to population areas and the possibility of more intense uses of the land as indicated by:
 - (a) The availability of public facilities;
 - (b) Tax status;
 - (c) The availability of public services
 - (d) Relationship or proximity to urban areas;
 - (e) Predominant parcel size (20 acres is considered a suitable predominant parcel size for commercial agriculture);
 - (f) Land use settlement patterns and their compatibility with agricultural practices;
 - (g) Intensity of nearby land uses;
 - (h) History of land development permits issued nearby;
 - (i) Land values under alternative uses; and
 - (j) Proximity of markets

- Policy NR 1.4** Resource use, particularly agricultural and timber uses and accessory uses, are encouraged in all rural areas.
- Policy NR 1.5** Conservation of lands based on soil characteristics does not maintain and enhance non-soil dependent agricultural activities, such as poultry production. Non-soil dependent agricultural activities should be maintained and enhanced through development regulations and, where appropriate, designate as agricultural lands of long-term commercial significance.
- Policy NR 1.6** Some parcels may contain both prime soils and soils that are poor or otherwise not suitable for agricultural purposes. Provisions should be made to allow land owners to redesignate that portion of the parcel containing soils that are poor or otherwise not suitable for agricultural purposes.
- Policy NR 1.7** The County recognizes that the USDA soils maps may contain mapping errors. Provisions should be made to allow landowners to request redesignation of such lands from agricultural resource lands to a more appropriate land use designation. Such provisions should require that the landowner demonstrate that the USDA soils map is in error for the landowner's parcel.
- Policy NR 1.8** The County encourages the multiple use of forestland. Multiple use management acknowledges the primary use and provides for other compatible uses. These uses may include air and water quality, fauna, flora and their habitats, viewsheds, watersheds and dispersed recreation.
- Policy NR 1.9** The County supports and encourages the maintenance of forest lands in timber and current use property tax classifications consistent with RCW 84.28 (Property Taxes – Reforestation Lands), 84.33 (Property Taxes – Timber and Forest Lands), and 84.34 (Property Taxes – Open Space, Agricultural, and Timber Lands – Current Use Assessment – Conservation Futures).
- PolicyNR1.10** The County discourages the establishment or expansion of special purpose taxing districts and local improvement districts in lands designated Natural Resource Land Use.
- PolicyNR1.11** The County endorses the concept of cooperative resource management as developed in the Washington State Timber, Fish, and Wildlife agreement, which is an agreement among industrial timber landowners, environmental groups, state resource agencies, Indian tribes, and counties for managing the state's public and private timberlands and public resources.

- PolicyNR 1.12** Land Use activities within or adjacent to Natural Resource Land uses should be sited and designed to minimize conflicts with resource management and other activities on natural resource land.
- PolicyNR1.13** Resource management activities performed in accordance with county, state, and federal laws should not be subject to legal action as public nuisances.
- PolicyNR1.14** The maximum residential density on commercially significant agricultural resource lands is one unit per 20 acres.
- PolicyNR1.15** The maximum residential density on primary forest resource lands is one unit per 80 acres.
- Policy NR 1.16** The maximum residential density on designated mineral resource lands is one unit per 10 acres.
- Policy NR 1.17** Agriculture (including ranching), forestry and mineral resource related activities should be conducted in a manner that will minimize their adverse impacts on water quality, habitat, and other environmentally sensitive areas.
- Policy NR 1.18** Mineral extraction sites should be restored in a fashion consistent with Washington and Lewis County laws and regulations.
- Policy NR 1.19** The County shall consider adopting “right-to-farm”, “right to forestry”, and “right-to-mine” ordinances to protect these land uses from nuisance lawsuits brought about by changing land use patterns.
- Policy NR 1.20** It is the responsibility of any new incompatible land use to appropriately buffer itself from any existing forestry, agricultural, or mineral resource lands.

Major Policy Issues

The existing 1991 plan policy emphasizes the preservation of the interests of land owners involved in natural resource industry and provides for the protection of natural resource lands from adjacent incompatible land use. The proposed plan policy provides additional protection to designated natural resource land by incorporating by reference the 1998 natural resource land ordinance, provides for the identification as well as preservation of natural resource lands. In addition, proposed plan policy specifies maximum residential densities for development on designated natural resource lands. Proposed plan policies also state that natural resource related activities should minimize their adverse impacts on the natural environment.

Anticipated Impacts of Proposed Plan Policy

- Strengthen the County’s position in support of preservation of natural resource lands.
- Increase awareness of and implementation of sustainable use of natural resource lands.

Implementation Strategies

- To implement the 1998 Natural Resource Lands Ordinance updating it as necessary to ensure it is consistent with the Lewis County Comprehensive Plan as adopted.

NATURAL ENVIRONMENT SUB-ELEMENT

Introduction

The Natural Environment Sub-Element emphasizes the conservation and protection of the natural environment while preserving people's lives and property. Lewis County and the communities within it can and will continue to grow, but this growth must occur in a way which balances nature's needs with our own. By embracing a philosophy of sustainable land use management, the County can help prevent many environmental problems and avoid the long-term costs associated with correcting them.

Purpose

The purpose of this sub-element is to clarify the relationship between the natural environment and the built environment and to secure a balanced approach to future development. Sensitive areas such as wetlands, open spaces, and fish and wildlife habitat contain much of the natural wealth valued by County residents. Other sensitive areas, such as land prone to flooding and geologically hazardous areas are important because of the risk to lives and property posed by developing in them.

GMA Requirements

The GMA contains the following goals that directly relate to the Natural Environment.

- (3) **Reduce Sprawl** – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

- (8) **Natural Resource Industries** – Maintain and enhance natural resource-based industries, including productive timber, agricultural, and mining industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

- (9) **Open Space and Recreation** – Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands, and discourage incompatible land uses.

- (10) **Environment** – Protect the environment and enhance the state's high quality of life, including air and water quality, and availability of water.

Critical Areas

The GMA requires that local jurisdictions designate five critical areas and adopt development regulations that protect these areas (RCW 36.70A.170(1)(d)). The Washington Administrative Code (WAC) Chapter 365-190 identifies "Minimum Guidelines to Classify Agriculture, Forest, Mineral Lands and Critical Areas" (hereafter referred to as "Minimum Guidelines"). Lewis County is required to consider the definitions found in the Minimum Guidelines when designating environmentally sensitive areas. Lewis County adopted an Interim Critical Areas Ordinance, No. 1150 on June 13, 1996. In addition, Lewis County has also adopted a Stormwater

Management Ordinance (Ordinance No. 1161), and a Grading and Filling Ordinance (Ordinance No. 1146A).

The following descriptions summarize the definition of each critical area with some discussion of their functions and importance (this information is summary of information contained in Lewis County's Interim Critical Areas Ordinance No 1150):

Fish and Wildlife Habitat

Fish and wildlife habitat is defined as areas which meet the definition of a "Fish and Wildlife Habitat Critical Area" pursuant to WAC 365-190-080(5) and is essential for maintaining specifically listed species in suitable habitats. Lewis County maintains a fish and wildlife critical areas map which may be used as a general reference.

Shorelines

The state Shoreline Management Act of 1971 (SMA) defines shorelines as being within 200 feet of the ordinary high water mark or associated wetlands of all rivers with mean annual flow of 20 cubic feet per second (cfs) or more, or lakes of 20 acres in size or more. The SMA is based upon the philosophy that the shorelines of the state are among the most valuable and fragile of our natural resources and unrestricted development of this resource is not in the best public interest. Therefore, planning and management are necessary in order to prevent the harmful effects of uncoordinated and piecemeal development of the state's shorelines.

Lewis County adopted its Shoreline Master Program (SMP) in June, 1980. The SMP identifies rivers, streams and lakes that fall within the jurisdiction of the SMA. In addition the SMA defines "Shorelines of State-wide Significance". Definitions applicable to shorelines in Lewis County include natural rivers or segments thereof west of the crest of the Cascade range downstream of a point where the mean annual flow is measured at 1,000 cfs, or more; lakes with a surface acreage of 1,000 or more acres measured at the ordinary high water mark; and associated wetlands. The Lewis County SMP identifies four rivers (Chehalis, Cispus, Cowlitz, and Nisqually), and three lakes (Riffe, Mayfield, and Alder) as having shorelines of statewide significance.

Wetlands

Wetlands are areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances to support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990 that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate the conversion of wetlands.

Lewis County adopts the Washington State Wetlands Identification and Delineation Manual (publication #96-94), for use in the identification of wetland areas. Lewis County has established two classes of wetlands that are based upon the Department of Ecology's four-tiered rating

system. *Class A Wetlands* are all wetlands scoring a Category I or Category II rating under the DOE rating system. *Class B Wetlands* are all wetlands scoring a Category III or Category IV rating.

Frequently Flooded Areas

Frequently flooded areas are floodways and associated floodplains designated by FEMA on the area flood hazard maps for Lewis County.

Aquifer Recharge Areas

Aquifer recharge areas are areas which rainwater and other surface waters percolate downward through surface soil and underlying geologic formations are permeable enough to allow significant additions of water to an underlying aquifer that is a source of drinking water that is vulnerable to contamination, thus affecting the potability of the water.

Geologically Hazardous Areas

Geologically hazardous areas are areas that, because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

Parks and Recreation Facilities and Open Space Policies³³

Many of Lewis County's park and recreation opportunities are associated with the natural environment, particularly rivers, lakes and streams, and national forest lands. Figures 4.21a through 4.21c show the existing park and recreation facilities in Lewis County.

Lewis County recognizes five key goals for open space in the current plan which promote the overall county objectives in GMA. Open space may be derived from dedication and designation, such as parks or public areas; or may result from physical features incompatible with development, such as flood hazard areas and steep slopes; or may result from use patterns such as timber management or agricultural production. The five key open space areas in Lewis County are:

Park and recreation facilities, including national parks, national forests, and wilderness areas, state parks, city and county parks, power company recreational areas, and private parks and recreational areas.

- Resource lands, including designated timber lands and agricultural lands
- Hazard and critical areas, including steep slopes over 40%, flood hazard areas, and wetlands.
- Lands which shape the county urban centers, including steep slopes, river flood hazard areas, and resource lands.
- Lands which provide visual and physical corridors to protect the rural character of the county and provide physical habitat and corridors for wildlife, including steep slopes, designated farm lands, and flood hazard areas in urban and rural settings.

³³ See Appendix for Figures 4.21a, 4.21b, and 4.21c, all entitled "Parks and Recreational Facilities."

Park and Recreation Goals

The county park and recreation plan, adopted in 1995, provides the key guidelines for county park and recreational development. The plan is supplemented by the activities of the county park and recreation department. Key recreational goals of the county are:

Maintain and enhance existing parks, including joint ventures and adopt-a-park projects with the power utilities, small towns, and service clubs.

- Support state activities, including two new state parks near Packwood and Dodge Road.
- Support improvement of power company recreational proposals along Riffe and Mayfield Lakes as identified in Exhibit "R" to FEMA relicensing proposals which identify recreational opportunities and obligations of the power companies in the dam relicensing process.
- Promote public/private partnerships and opportunities for rural recreational activities.
- Support senior center activities, both existing and in new areas.
- Promote and support public and private efforts for trails, teen centers, activity fields, swimming opportunities, and firearm ranges.
- Acquire public lands for access to lakes and rivers.
- Identify revenue sources.

Open Space Goals

The County recognizes the importance of open space corridors linking regions of the county and providing physical and visual relief to the built environment. In Lewis County the character of rural Lewis County is derived from its association with large acreage of lands in both the eastern and western portions of the county which are either park, wilderness, or resource lands. Connecting these large blocks of land are corridors which flow to and through both the rural and urban areas, defining and separating the developed lands, defining the cities, and providing access and habitat for wildlife. The corridors follow the stream and river valleys and are comprised of steep slopes, agricultural resource land, and flood hazard areas. Unlike park and recreation areas, open space lands may be either public or private ownership and are often not generally available to public access. Privately owned lands in flood hazard areas (over 40,000 acres), and lands currently managed by Tacoma City Light under conservation easements (over 15,000 acres) are part of this later category.

Historic and Cultural Sites

Lewis County is the historic home of both the Cowlitz and Chehalis Indian Tribes and many of their important sites remain in Lewis County.

Prior to statehood, Lewis County was the center of much of the early west coast trading activity both with the British and the French, as well as early U.S. settlers. The county also has sites of historic and cultural importance. The state and federal governments have programs designed to identify and recognize historic and culturally significant sites in Lewis County. The county recognizes and supports that activity, particularly as it affects the rural areas of the county.

Too often, the identification or designation of a historic or culturally significant site is hampered by the fear that the owner of the site will be prejudiced in the use of the property by bringing

such sites to public attention. The county should identify development incentives to encourage the identification and protection of listed historic and culturally significant sites.

The County shall maintain a current map of historic sites. Figures 4.23a, b, c, and d.

Natural Environment Goals, Objectives and Policies

NE GOAL **Preserve the natural and scenic beauty of Lewis County, and minimize the impact of development on the County's environmental resources.**

Objective NE 1 Encourage development in areas with few environmental hazards in order to minimize both the loss of natural resources due to urbanization and the loss of capital investment and life due to natural disasters.

Policy NE 1.1 The 1998 Lewis County Critical Areas Ordinance (Ordinance No. 1150) is included as an appendix to this plan.

Policy NE 1.2 The 1998 Lewis County Shoreline Master Program is included as an appendix to this plan.

Policy NE 1.3 The 1992 Lewis County Solid Waste Management Plan is included as an appendix to this plan.

Policy NE 1.4 New development should be located in areas which have minimal environmental constraints (e.g., soils, steep slopes, bedrock, water table, flood prone areas).

Policy NE 1.5 Residential development should be discouraged and/or mitigated within the 100-year flood plain and prohibited in the floodway or that area which includes the center of the channel of a creek, stream or river and that area which carries the majority of water during a flood.

Policy NE 1.6 Increased storm water runoff from new development will not adversely impact other properties.

Policy NE 1.7 Lewis County should be granted drainage easements for all major drainage ways.

Objective NE 2 Improve the level of air quality in Lewis County.

Policy NE 2.1 Encourage activities that produce air pollutants and odors to comply with adopted air quality standards for the county.

Policy NE 2.2 Encourage the use of alternative cleaner burning fuels.

Policy NE 2.3 Establish educational programs concerning the impacts of wood burning on the air quality of Lewis County and the need to limit use during periods of temperature inversions.

Objective NE 3 Improve and maintain the quality and quantity of water in Lewis County.

Policy NE 3.1 Encourage water management for improved water conservation, storage, and delivery of potable water in Lewis County, as well as for improved flood control.

Policy NE 3.2	Encourage intensive livestock operations to locate in areas with less productive soils and low potential for ground and surface water contamination.
Policy NE 3.3	Developments near surface waters should be encouraged to minimize their impact on water supplies through increased setbacks, buffering and other mitigation techniques.
Policy NE 3.4	Protect the aquifer recharge areas to help ensure a long term, high quality supply of water for Lewis County residents.
Policy NE 3.5	Encourage development in areas with few soil limitations for septic tank filter fields to help prevent the contamination of groundwater supplies.
Policy NE 3.6	Promote Best Management Practices for avoiding potential groundwater pollution sources including on-site wastewater treatment by providing for proof of non-impact by real estate developers.
Objective NE 4	Maintain the quality of the county's environmentally sensitive critical areas.
Policy NE 4.1	Preserve hazardous areas (subject to geologic and flood hazards) as open space wherever possible.
Policy NE 4.2	Encourage the preservation of natural buffers along the county's rivers, lakes and streams.
Policy NE 4.3	Encourage the preservation of wetlands, open lands, and habitat areas for the benefit of the county's indigenous fish and wildlife and quality of life of county residents.
Policy NE 4.4	Promote responsible, multiple uses of the land that minimize impacts to outdoor recreation, fish and wildlife habitats, and watersheds.
Policy NE 4.5	Recreationalists shall be encouraged to safeguard plant and animal habitat. They shall be encouraged to pack out their trash and leave the area as clean as they find it.
OBJECTIVE NE 5	Life and property should be protected from flood hazards, and the flood storage and transmission capacity of rivers and streams should be retained.
Policy NE 5.1	The county should give priority to such land uses as forestry, agriculture, public recreation, or water dependent uses in area subject to flooding to minimize the hazards to life and property. Other developments in the flood plain should be of low priority and constructed to avoid damage from floods, including compensating design features.

Policy NE 5.2 The county should maintain storage and transmission capacity of floodplains by prohibiting filling of wetlands and discouraging filling elsewhere in the floodplain. Where filling is permitted the carrying capacity and storage of the streams shall be protected.

Policy NE 5.3 The county should prohibit encroachment in floodways except for the purpose of stabilizing channels against erosion in order to protect agricultural lands, public roads and bridges, existing public or private structures to achieve habitat enhancement.

OBJECTIVE NE 6 Stormwater management should be maintained as a major long-term utility service responsibility of local government.

Policy 6.1 Land se activities and septic tank effluent should not result in polluted stormwater runoff that results in degraded surface or ground water.

Policy 6.2 Existing and new development should minimize increases in total runoff quantity, maximizes on-site infiltration, should not increase peak stormwater runoff, and should avoid altering natural drainage systems to prevent flooding and water quality degradation.

Major Policy Issues

The proposed plan policies really will dramatically strengthen the county's position on protecting/preserving the natural environment. The existing 1991 plan had only one policy that really spoke to the natural environment and it relates to the behavior of individuals who are recreating in the county's open spaces.

Anticipated Impacts of proposed plan policy

The anticipated impacts of the proposed plan policy are to strengthen the County's position on environmental protection from what it was when the 1991 plan was written. The County policies as written emphasize a cooperative stewardship approach between public and private sector over a heavy-handed, top-down approach to enforcement of environmental protection. The County hopes to use education and position of partnership in support of sustainable economic development as its focus in achieving environmental protection. The policies also reference the existing ordinances which provide regulatory guidance for future development in the County.

Implementation Strategies

- The County will implement the Critical Areas Ordinance and Shoreline Management Program revising as necessary to assure consistency with the Comprehensive Plan as adopted.
- The County will develop and adopt development standards for development in the rural areas. This will include measures such as clustering to avoid critical areas.
- Work with the incorporated cities and towns to develop inter-local agreements governing development of unincorporated portions of designated urban growth areas to encourage

development that can be served by public/community infrastructure systems to lessen the impact on natural systems.

- The Lewis County Assessor and Board of Equalization shall take into account the restrictions that this plan and related development regulations may place on the use of private property when determining assessed valuation. Restrictions to be considered shall specifically include limitations on the use of property and reductions in buildable areas resulting from critical area regulations and land use restrictions based on density and use designations and the requirements of county development standards, including recommendations to demonstrate adequate water and septic to serve any proposed development. See RCW 84.40.030(1).
- The County will make provision for adequate staff to assure implementation, monitoring, and enforcement of plan and regulatory programs.

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